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ABSTRACT

This document reports results of a study of Utah's public libraries that included four specific tasks: (1) analysis of demographic data, library use patterns, and projected demand for the next 10 years; (2) a statewide public opinion survey to determine the level of knowledge of and support for Utah's libraries; (3) facilities review, assessment walk-throughs, and self-assessment surveys to determine the extent and condition of the state's library buildings; and (4) a review of existing governance and funding options, statutes, and other possible precedents. Findings are presented related to projected demand for library services, public support for libraries, library missions and services in Utah, history of library construction in Utah, Utah's 20th century libraries, current public library space in Utah, Utah's aging public library buildings, age-related hazards, hazards created by cramped conditions, inadequate patron space, inadequate collection storage, inadequate professional work environment, Utah's current public library space in context, space planning assumptions, construction cost assumptions, the magnitude of the need in 2010, governance and funding options for the 21st century, next steps, community libraries and decisions, and a call to action. Appendices include a list of supplemental materials, a list of library broadsheets, and a list of libraries in the library photo archive. (Contains 44 notes and 16 references.) (MES)

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21st Century Library Initiative

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21st Century Library Initiative

The 21st Century Library Initiative is a broad, three phase undertaking sponsored by the State Library Division and the "Friends of Utah Public Libraries." Its goal is to enable Utah's public libraries to become true 21st Century Libraries by helping them obtain enhanced library facilities capable of delivering 21st Century Library Services. Phase I, the 21st Century Library Needs Assessment was funded by a grant from the Permanent Community Impact Fund, matched by financial contributions from Utah foundations, individuals, and libraries.

- **Phase I - 1999 to 2002:**
  - **21st Century Library Needs Assessment**
    - **Highlights**
    - **Executive Summary** (pdf)
    - **Final Report** (see table below)

Section (all files are pdf)	**File Size**	**Section** (all files are pdf)	**File Size**
Introduction	105 KB	Libraries Serving 2,500 to 4,999	1.45 MB
Projected Demand For Library Services	404 KB	Libraries Serving 5,000 to 9,999	3.39 MB
Projected Support for Libraries	233 KB	Libraries Serving 10,000 to 24,999	5.68 MB
Library Mission and Services In Utah	6.61 MB	Libraries Serving 25,000 to 99,999	1.62 MB
History of Library Construction in Utah	23 MB	Libraries Serving more than 100,000	2.97 MB
Current Library Space in Utah	625 KB	Construction Cost Estimate	47.7 KB
Utah's Aging Public Library Buildings	298 KB	Governance and Funding Options	152 KB
Age-Related Hazards	7.34 MB	Next Steps	8.94 MB
Inadequate Patron Space	16.5 MB	Notes	197 KB
Inadequate Collection Storage	15.7 MB	Supplemental Materials	670 KB
Inadequate Work Environment	14.7 MB	Analysis of Demographics & Library Usage Data	176 KB
Utah's Current Library Space	170 KB	Public Opinion Survey	
Space Planning Assumptions	364 KB	Facilities Assessment	
The Magnitude of the Need in 2010	140 KB	Governance and Funding Review	
Libraries Serving 2,500 or Fewer	3.44 MB	CD Order Form	

- **Phase II - 2002 to 2003:**
  - **Establish the 21st Century Library Challenge Fund**

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- **Phase III - 2004 and Onward:**
  - **Assist Utah Communities in Building 21st Century Libraries**

For More information e-mail Amy Owen

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21st Century Library Needs Assessment Highlights

UTAH'S PUBLIC LIBRARIES: A Priority Public Investment

AGING BUILDINGS—RISING USE

As Utah enters the 21st century, its public libraries are challenged with rising demand, aging infrastructure, and new opportunities made possible by technology. Demand for library service is rising steeply, driven by population growth and library Internet access. New buildings stimulate greatly increased use, evidence of pent-up demand for services.

- While Utah's population increased 29% over the last decade, library circulation rose 73%. Over half of Utah's households (57%) use the library monthly or oftener. And Utahns expect public library use to continue growing in the future.
- Utah's public libraries are old: 63% were built prior to 1980, and 24% prior to 1930. Common building problems include: lack of space for collections, services, meeting rooms, and work areas; ADA inaccessibility; inadequate electrical capacity; energy inefficiency; seismic instability; asbestos; life safety problems; and code deficiencies.
- New technology places great demands on library buildings. They need adequate wiring and room to accommodate Internet workstations, printers, and servers.
- In 2010, Utah's communities will need approximately 1.7 million square feet of library space to meet population growth and service projections. Cost estimates for renovating current space, adding needed service capacity, and/or replacing existing facilities with new ones are projected to range from $145 to $327 million, depending on future community decisions.

COMMUNITY LIBRARIES—COMMUNITY DECISIONS

While Utahns are active library users, interested in increased services, and concerned about the current condition of libraries, their local governments will have difficulty financing library services and new buildings without help.

- Of Utah households, 82% give public libraries a very high ranking (5 or better on a scale of 1-7) among local government services.
- Variations in local tax base result in widely varying local capacity to fund adequate public library service.
- Few politically viable alternatives to the established library funding and governance structures exist. The needs must be addressed within city and county governments as they are today.
- Outside incentive funding (Carnegie grants during the early 1900s, and federal funding during the years 1965-74 and 1984-97) has a demonstrated record of stimulating local construction of public libraries.
- Utah State government can help. Over half of those surveyed thought the State was spending too little to

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help local governments cover library operating costs. (State funds are less than 2% of local library budgets.) Three-fourths of those surveyed said that the Legislature should definitely (43%) or probably (28%) allocate funds to help communities build new library buildings.

21st CENTURY LIBRARIES

Utah's communities must have 21st century library buildings to deliver 21st century library services; horse and buggy libraries cannot do the job. State and foundation assistance can provide incentive funding to help city and county governments in Utah meet this challenge. Legislative funds, matched by philanthropic contributions, will initiate the **21st Century Library Challenge Fund.** In Utah, the fund will do for this century what Andrew Carnegie did for the last: revitalize a key American democratic institution—*the public library*.

WHY DOES UTAH NEED 21st CENTURY PUBLIC LIBRARIES?

EDUCATION

- Public libraries are labs for learning for Utah's children and students. Children discover the joy and power of reading – not just the mechanics. Library staff partner with parents to help them choose the best reading and educational resources for their children. Homework assistance is available when schools are closed.
- Public libraries are labs for lifelong learning and literacy for adults. They help individuals change careers, expand their knowledge, learn English, become literate, and enrich their lives.
- By providing access to the Internet and *PIONEER: Utah's Online Library* (http://pioneer.utah.gov), public libraries support public, higher and distance education, meet business information needs, and allow citizens to tap government electronic information and services.
- Librarians know the Internet and can teach others to use it effectively. They are trusted, experienced and knowledgeable Internet advisors. They can unlock the door to he world's print and electronic resources.

CIVIC CENTERS

- Public libraries are a strong symbol of community identity and strength. The library is each community's public commons, serving all who enter.
- Public libraries bridge the digital divide. Individuals without high speed, home access to the Internet, can reach out through the library to the information and online services they need.
- Public library meeting rooms are community gathering places. Library programs for children and adults bring community members together for educational, cultural and civic purposes.

ECONOMIC DEVELOPMENT

- Public libraries provide current information and database resources to local business.
- Public libraries help residents locate jobs and training opportunities.
- Public libraries are strong community partners, anchors of community equity, and exemplify a community with a vital, forward-looking spirit.

The 21st CENTURY LIBRARY INITIATIVE is a broad, three-phase undertaking sponsored by the State Library Division and the "Friends of Utah Public Libraries." Its goal is to enable Utah's cities and counties to build public

library facilities capable of delivering 21st century library services to their residents.

- Phase I, the **Needs Assessment**, examined demand for library service, evaluated the condition of Utah's library buildings, analyzed local government and funding options, and tested public opinion on library services and finance. (The full report is available in hard copy from the Utah State Library Division, and is also found on the Division's website at http://library.utah.gov
- Phase II will establish the **21st Century Library Challenge Fund** with legislative appropriations and philanthropic contributions.
- Phase III will put the 21st Century Library Challenge Fund, as administered by the State Library Division, to work helping local governments to **build 21st Century Libraries**.

21st Century Library
Needs Assessment

EXECUTIVE SUMMARY

YOUNG
BURNINGHAM
BAYER
CARLTON
JONES

UTAH STATE LIBRARY DIVISION
PROJECT LW9060
2002

Published by the
Department of Community and Economic Development

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THE 21ST CENTURY CHALLENGE

As Utah enters the 21st century, its public libraries face a range of challenges, including the requirements of information technology, rapid population growth, and aging infrastructure. This study results from a series of efforts to define, plan for, and help communities meet those needs.

Two years ago, the State Library Division selected a team led by Kimball L. Young, Jason Burningham, Laura Bayer, Blaine Carlton, and Dan Jones to conduct this study. The team, coordinated by Kimball L. Young, had four specific tasks:

- To analyze demographic data, library use patterns, and projected demand for the next ten years (Jason Burningham).
- To conduct a statewide public opinion survey to determine the residents' knowledge of, and support for, Utah's public libraries (Dan Jones).
- To review the extent and condition of the state's existing public library buildings and the anticipated facilities needs over the next ten years (Laura Bayer).
- To study governance and funding options that might assist libraries in meeting those needs (Blaine Carlton).

Because of the extent of data involved, the 21st Century Library Needs Assessment report takes a variety of forms. This document provides a brief overview of the study team's findings and recommendations. A series of brief technical summaries offers an overview of facilities data based on the size of library service populations. A general summary report gives a more detailed review. Each participating library has received a broadsheet summary to share with its patrons. And finally, extensive technical reports and supplemental materials have been compiled separately and are available in print and electronic formats through the State Library Division.

UTAH'S PUBLIC LIBRARIES: A PROFILE

Utah has more than a hundred public libraries. Forty-six local governments (cities and counties) provide library services to their residents through a single, independent community library. Salt Lake City and nine counties (Davis, Emery, Salt Lake, San Juan, Summit, Tooele, Uintah, Washington, and Weber) have multi-branch library systems that serve patrons through 53 branch facilities. Thirteen bookmobile libraries (each consisting of a mobile unit and a fixed facility) deliver library services within 22 of the state's rural counties. Eleven of the 13 fixed bookmobile facilities offer public access to the collections and the Internet. In addition, the State Library Division operates a central library that provides direct services to blind and visually and physically impaired patrons. ***All told, there are 107 public library buildings within the state.***

THE MISSIONS OF OUR PUBLIC LIBRARIES

The 21st century public library is much more than a storehouse of books and information materials. Most of Utah's public libraries have an eight-fold mission to provide

- programs to encourage young children to develop an interest in reading and learning.
- assistance to help students of all ages meet their educational goals.
- sustained learning programs and outreach programs for special groups such as the elderly, the disabled, and the Spanish-speaking.
- high-demand, high interest popular materials in a variety of formats for persons of all ages.
- resources for life-long learning, in-depth research, and study.
- current information about community organizations, issues, and services.
- a focal point for community activities, meetings, and services.
- general reference information to meet community needs.

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To support their missions and address the specific needs and desires of the communities they serve, Utah's public libraries offer a wide variety of programs, services, and activities for residents of all ages, interests, and abilities. They offer patrons access to information technology and electronic resources. Many maintain special collections and support special programs devoted to the history and culture of the local community.

OTHER USES OF UTAH'S PUBLIC LIBRARIES

As extensive as the programs sponsored by Utah's public libraries are, they represent only a fraction of the activities that occur at public library facilities. The state's public libraries also host an array of programs and events sponsored by local individuals, groups, and organizations. In most communities, library space is heavily used for scheduled events. The roster of groups that rely on local libraries for meeting space lists virtually every organization in the state, including scouting programs, seniors' groups, literacy programs, service organizations, arts programs, community councils, and educational entities. In smaller communities, the library may be the only public meeting space available to all at no charge.

DEMAND FOR LIBRARY SERVICES

Utahns use their public libraries heavily, and a number of factors suggest that the demand for library services will grow significantly over the next ten years:

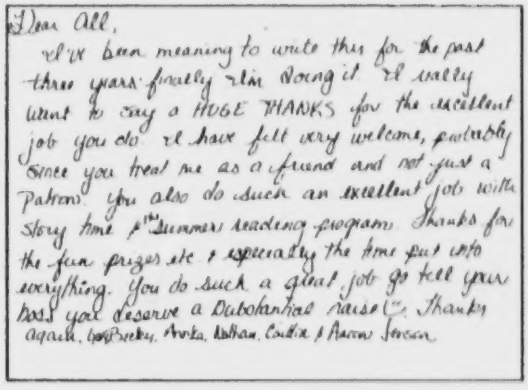
- General statewide ***population growth*** projections anticipate both rapid overall growth and increases in key subgroups of library users, such as school-age children.
- As the state grows, ***changing community expectations*** are generating demands for new or expanded services in many library districts.
- ***Computer access draws new users to the libraries.*** When these newcomers become

aware of all the library offers, many begin to use other services as well.

- Utahns are visiting their public libraries more often, and projections suggest that ***visits per capita will continue to increase over the next twenty years.***

- After decades of limited funding, the holdings, facilities, and services available in many public libraries are not adequate to meet community interest and expectations. ***Libraries that have had the funding to meet these needs in recent years have experienced dramatic – and sustained – increases in usage.*** When the new Tooele City Library opened, for example, circulation immediately tripled.

- Residents want to participate in community activities offered by the public libraries and to ***use library space for community activities***.


Dear All,
I've been meaning to write this for the past three years finally am doing it. I really want to say a HUGE THANKS for the excellent job you do. I have felt very welcome, probably since you treat me as a friend and not just a patron. You also do such an excellent job with story time & summer reading program. Thanks for the fun prizes etc & especially the time put into everything. You do such a great job tell your boss you deserve a Dubokanhad raise! Thanks again, Courtney, Anita, Nathan, Caitlin & Aaron Jensen

PUBLIC EXPECTATIONS & SUPPORT

The public opinion survey conducted as part of this study revealed ***widespread public support for libraries, interest in increased services,*** and ***concern about the current condition of our libraries.***

Most residents surveyed (82%) believe that ***public libraries should have a high priority*** (5-7, on a scale of 1 to 7) ***among the services provided by local government.***

Utahns ***visit their libraries often*** and expect that they will continue to do so. More than half of the households surveyed visited their public library at least monthly: 62% on the Wasatch Front, 56% in growing communities, and 49% in rural communities.

Thirty percent expect that the community will need its public libraries as much in the future, and 60% anticipate that they may need their libraries more. The majority (62%) believe that increasing Internet access will either increase, or at a minimum not decrease, the need for public library services.

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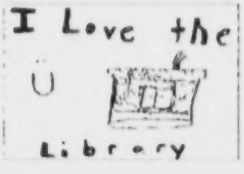
Those who do not have personal computers at home and those with lower incomes who rely on public libraries for access to information technology are most likely to recognize that the need for public libraries will increase.

When asked what discourages them from using public libraries, people most often responded by identifying library limitations in holdings, hours of operation, and facilities. Nearly all (90%) consider it important to have public library buildings that meet today's standards for safety, accessibility, technology, and library services (ranking of 4-7 on a scale of 1-7), and 40% considered this an issue of the highest importance (7).

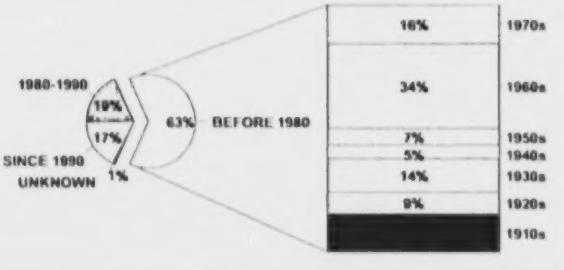
When told that the state provides less than 2% of the total operating funds for ongoing public library services and no funds for library construction, half were surprised to learn that funding was that low, and the majority stated that they thought this level of support was probably or definitely too low. ***When asked if the state should provide additional funding to help communities improve existing library buildings or build new ones, nearly three-fourths of the respondents said that the legislature should definitely (43%) or probably (28%) allocate funds.***



THE AGE OF UTAH'S LIBRARY BUILDINGS

The majority of Utah's public library buildings are aging: 63% were constructed before 1980, and 19% were constructed between 1980 and 1990. By 2010, 82% of the state's existing library facilities will be at least 20 years old. While many of these facilities have undergone renovation in the interim, only a handful have been completely renovated to comply fully with current codes and standards.

AGE OF UTAH'S PUBLIC LIBRARIES
BY DECADE OF CONSTRUCTION



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THE PHYSICAL CONDITION OF UTAH'S PUBLIC LIBRARY BUILDINGS

Utah's public library buildings face major challenges in providing services today. Most older facilities show a variety of signs of age-related failure and limitations.

- ***Few were designed to meet the needs of 21st century information technology.*** They do not have the wiring or, in many cases, the capacity to add enough wiring, to support current loads and meet current patron and staff needs. Librarians report that they have new computers, or funds available to purchase them, that they cannot use because they do not have the power to run the equipment or the space to house it.

- ***Many of those constructed prior to the mid-1980s do not meet the standards established by current structural, mechanical, electrical, seismic, environmental, and life-safety codes.***
- A significant number were either not originally designed as libraries or were designed so long ago that they are ***not configured or sized to meet the functional needs of today's public library.*** As a result, the community pays an ongoing premium to support and staff space that cannot be used efficiently for library purposes.

- To meet patron needs, many ***librarians have sacrificed professional work space, storage space, and meeting areas to create additional space for collections and reader seating.***

- Many of the older buildings are ***not energy efficient,*** requiring an ongoing premium in operating costs.

- Because of the shortage of funds, some communities have had to ***defer routine maintenance and replacement***, and once-minor facilities problems have now grown to threaten the integrity of the buildings.

Accessibility problems

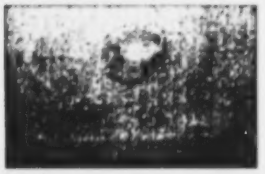
Unbraced shelving

Storage risks

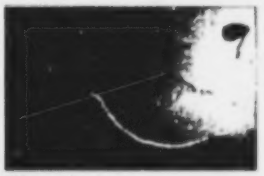
Site hazards

Deferred maintenance

Surface deterioration

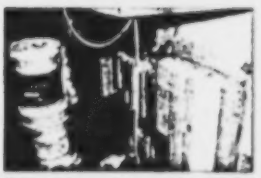


Leaks



Water damage

Lack of electrical capacity



Storage in equipment rooms

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- Some older libraries offer only ***limited accessibility***; others have none.
- ***Security is often inadequate*** to protect patrons, staff, and collections.
- A significant number have ***outdated heating and cooling systems*** that do not comply with current codes, provide adequately for patron comfort, or create an appropriate environment for collections.
- ***Poor lighting*** and inefficient, outdated fixtures are common.
- A variety of conditions, some of which present clear violations of code, threaten library patrons. Older buildings may contain ***hazardous materials*** such as asbestos, lead paint, and PCBs. Many probably have ***plain, rather than tempered or safety, glass in locations that pose a risk of injury to patrons***. Some ***lack sufficient exits***. Many have ***unbraced, unanchored shelving***. Many smaller libraries do not have ***smoke detectors***; in smaller libraries, life safety "protection" may consist of a single fire extinguisher. Most have a host of lesser code violations: ***incorrect mounting heights, protruding signage, uninsulated pipes below sinks***, and the like. Steep stairs, ice dams, and broken pavement create ***tripping hazards***.
- Others, though they may technically comply with code, would benefit from more attention to ensuring that large groups of children gathered for a library program would truly be able to exit safely in the event of an emergency.
- ***Few libraries post rated occupancy***, and it is unlikely that many librarians are familiar with these code limitations, able to monitor them, or eager to enforce them if it means turning patrons away.

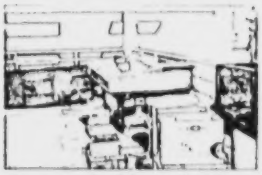
Energy inefficiency

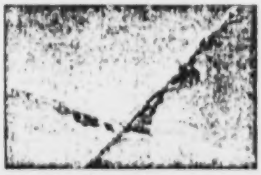
Poor lighting

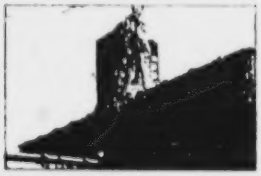
Obstructed electrical panels

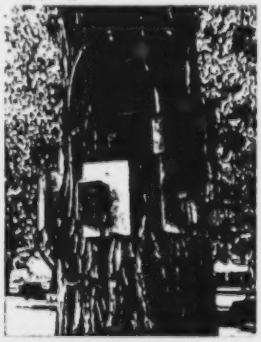
Settlement and leaks

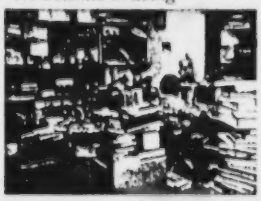
Asbestos and other environmental hazards

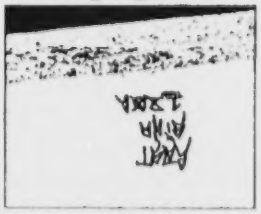

Capacity for library loads

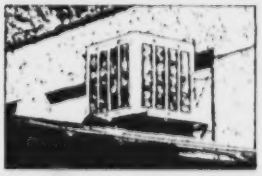

Tripping hazards


No seismic bracing


Exterior lighting


Inadequate work space


Security issues


Inadequate heating, cooling, and ventilation

CAPACITY TO MEET CURRENT NEEDS

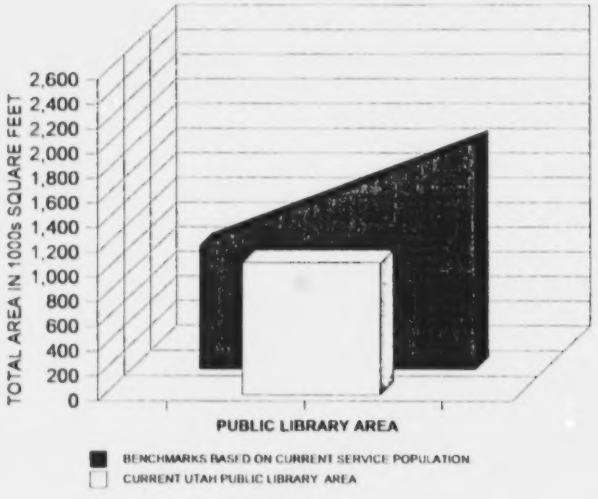
Utah's public libraries are, for the most part, ***operating at or beyond their design capacity today.*** Virtually all report that every available computer station is filled at peak periods, with patrons lined up ***waiting for access.*** Children's programs such as story hours and summer reading have grown so popular that many libraries run multiple sessions to meet the demand, and must still turn away some children. Although almost all librarians "weed" their collections heavily and regularly, the ***shelves at most of our public libraries are filled to capacity.*** Meeting rooms must be scheduled weeks or months in advance, if they are available at all.

To meet patron needs, many librarians have given up their offices, work areas, and storage space. The result is not only difficult working conditions for staff, but also life safety hazards. In many libraries, flammable materials are stored in mechanical rooms, under stairwells, and other areas prohibited by code. Donations and book sale items pile up in corridors and lobbies, blocking exit ways. ***Hazards accumulate where buildings no longer provide any appropriate space for storing and processing library materials***, and it is unlikely that any amount of admonition will correct these conditions more than temporarily as long as adequate storage is not available.

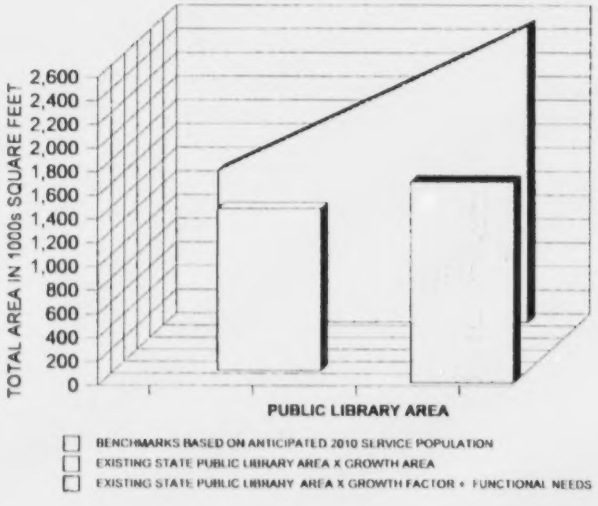
CAPACITY TO HANDLE GROWTH

Clearly, the many libraries that do not have adequate facilities to meet today's needs will not have the capacity to meet tomorrow's. But many more, though adequate to provide current levels of service for current patron use, will face these problems in the coming decade as the state's population increases.

CURRENT UTAH PUBLIC LIBRARY SPACE v. NATIONAL STANDARDS



UTAH PUBLIC LIBRARY NEEDS FOR 2010 v. NATIONAL STANDARDS



THE MAGNITUDE OF THE PROBLEM

Utah currently has approximately 1.1 million square feet of public library space.

- To provide an ***equivalent level of service*** for the projected population in 2010, Utah's communities will need ***an additional 300,000 square feet*** of public library space
- To ***remedy current deficiencies and support new or expanded programming*** would require ***an additional 350,000 square feet*** of new library space.
- In addition, many communities need to renovate or replace existing facilities that do not provide safe and usable conditions.

THE COST OF ADDRESSING THE PROBLEM

Early in this study, it became apparent that the real cost of addressing the needs of each of Utah's 107 public libraries would depend on a range of local decisions that cannot be determined by this study or by the State Library Division. Rather than provide a single arbitrary figure for each library, this study shows the range of potential costs.

- ***Minor Renovation***: the potential costs for remodeling existing library space without undertaking major structural or mechanical system upgrades or addressing special conditions such as the preservation of a historic facility. ***Providing minor renovations for all Utah public libraries would generate a construction cost of $66 to $88 million.***
- ***Major Renovation:*** the potential costs for completely upgrading existing facilities to comply with current codes, standards, and seismic requirements, including, where appropriate, restoration of significant historic buildings. ***Providing major renovation would cost $110 to $220 million.***
- ***New Construction to Meet Growth Needs:*** additional space to provide the current level of services for the anticipated population in 2010. ***Meeting growth needs will cost $37 to $41 million.***
- ***New Construction to Meet Functional Needs:*** additional space to remedy current space deficiencies and to support new or expanded programs and services. ***To remedy current deficiencies and support new programming, Utah's libraries could spend an additional $42 to $45 million.***
- ***Replacement of Outdated Facilities:*** potential cost to replace the existing area and add the space required to meet functional and growth needs. ***Completely replacing Utah's existing public library space would cost $206 to $224 million.***
- ***Replacement of Facilities with New Libraries Designed to Meet National Benchmarks:*** Construction of new space to provide Utah's communities with public libraries that meet national standards for the size of service population and the type of program needs identified by librarians. ***Building new libraries for all of Utah's communities would cost $301 to $327 million.***

These figures, all in 2001 dollars, do not include planning costs, testing, fees, furnishings and equipment, moving costs, or unusual conditions.

THE PROBLEM IN CONTEXT

If all of the needs identified in this study were met, in 2010 Utah would have 1.7 million square feet of library space worth as much as $327 million. While these may seem like staggering figures, they are modest in the context of general library standards. As the charts on page 8 show, Utah's current library space falls below the lowest national benchmark level. If Utah's communities all built new libraries to meet the growth and functional needs identified in this study, the state's library space would still rank at below the median for libraries serving a comparable population with similar holdings and services.

LIBRARY GOVERNANCE AND FUNDING

Governance and funding structures have a critical role in defining a public library's ability to respond to changing community needs, provide services to support its mission, and construct and maintain adequate facilities.

Public libraries, in Utah and across the nation, are typically governed by a library board that is appointed by, and accountable to, the local government entity. A small minority (6% nationally) choose board members by election.

Utah communities vary widely in the degree of autonomy that they grant to library boards. ***Most library boards currently have little or no authority over fiscal matters. State statutes allow counties and cities to delegate discretionary administration of library funds to library boards but withhold the power to levy and collect taxes and issue bonds.*** A few jurisdictions, such as Salt Lake City, have delegated authority for fiscal administration, but most have withheld it.

Several approaches might be taken to give public library boards greater ability to meet their operating and capital needs. Making city and county governments aware that they have the power to delegate fiscal administration to their library boards would be a simple and practical approach. More comprehensive change might be achieved if the legislature were to amend the statute to grant the power of fiscal administration directly to library boards, as Colorado does. The legislature might also amend the statutes to give library boards complete power to tax and bond, as Indiana does, or limited power to do so with the approval of the electorate, as Michigan does.

The legislature could also consider a range of statutory options designed to increase library funding options. These include

- Allowing cities and counties to call elections to levy a local option sales tax for library support.
- Including library services within the impact fee statute.
- Allowing the electorate within a city or county to petition for a bond election for library purposes.
- Prioritizing Community Impact Fund Board lending for libraries outside the Wasatch Front.
- Increasing the statutory maximum mill levy for city and county public libraries.
- Creating special library taxing districts that might be administered either independently or in cooperation with existing city and county governments.
- Providing incentive funding to support local efforts.

Considering statutory change gives the state options to explore for the longer term. Determining what, if any, statutory changes Utah communities would support, however, will require time. The first six options may face opposition in many jurisdictions.

While our communities review their library governance, providing incentive funding for public library construction offers the most practical, and non-controversial, way to meet urgent needs immediately.

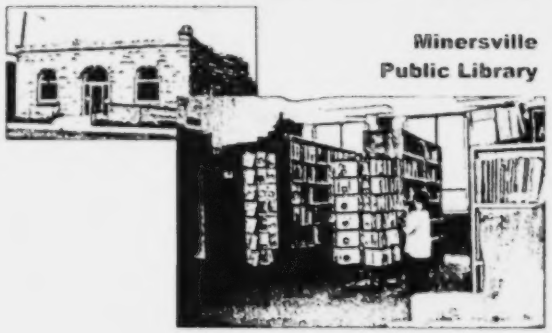
A CALL TO ACTION

Utah's public libraries have served the state well in the 20th century, but they are no longer adequate to meet the needs of the 21st. Many are housed in aging buildings that do not meet today's codes and standards, lack the capacity to support information technology, and are inefficient and costly to operate. Even those with comparatively new facilities lack adequate space to provide new services that communities increasingly demand or to meet the growth anticipated for the next ten years.

Many Utah communities– particularly those in rural areas – cannot address these needs without help. Three times in history, a visionary effort has enabled Utah to provide public library resources for residents statewide: the enabling legislation for the territory provided funds for the first public library; the donations of Andrew Carnegie in the early twentieth century made it possible for more than twenty communities to construct public libraries; and the federal Library Services and Construction Act made matching funds available for construction of Utah public libraries from 1965 to 1974 and 1984 to 1997.

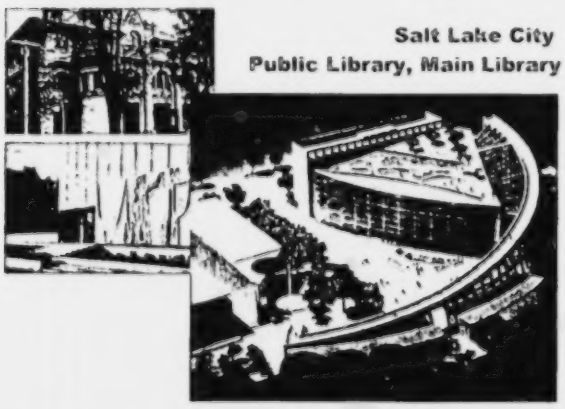
Today the state's residents look to similarly visionary public leaders and private donors who share Andrew Carnegie's recognition that "free public libraries" are "the most socially important structures that can be built" and "America's greatest contribution to western civilization."

Tooele City Public Library

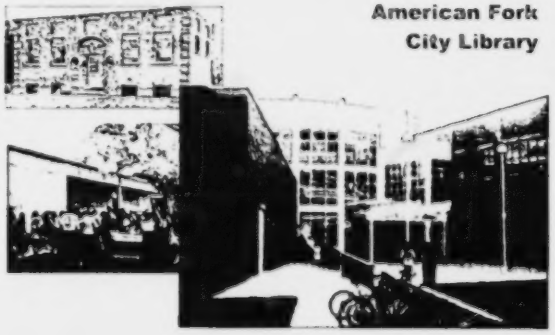


Minersville Public Library

Panguitch City / Garfield County Public Library



Salt Lake City Public Library, Main Library



American Fork City Library

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OVERVIEW

After a century and a half of service to Utah's communities, the state's public libraries now face the challenges of the twenty-first century.

The act that established the Utah Territory included an appropriation for the first public library. After that promising beginning, however, the construction, maintenance, and operation of Utah's libraries has been largely funded by local communities. Utah's residents love their libraries and use them heavily, but many communities struggle to raise sufficient funds to keep up with the demand.

As Utah enters the 21st century, its libraries face a range of challenges resulting from the needs of information technology, rapid population growth, and aging infrastructure. This study results from a series of efforts to define, plan for, and meet that need.

The State Library Division has documented public library use and performance measures for approximately 40 years, but had, when this study began, no quantifiable records of the amount of space in Utah public library facilities, the age and condition of that space, the potential for growth, or degree of public support for library growth. Likewise there was no current study of the governance and funding options available to libraries or their implications under Utah statute.

Recognizing that all of the state's public libraries would benefit from access to this information, and that those involved in making decisions that would affect libraries would require it, the State Library Division commissioned this study.

The study team was coordinated by Kimball L. Young, principal of Lewis Young Robertson & Burningham, Inc. It included four specific tasks:

- Analysis of demographic data, library use patterns, and projected demand for the next ten years, coordinated by Jason Burningham of Lewis Young Robertson & Burningham.
- A statewide public opinion survey to determine the level of knowledge of, and support for, Utah's libraries, coordinated by Dan Jones of Dan Jones and Associates.
- Facilities review, assessment walk-throughs, and self-assessment surveys to determine the extent and condition of the state's library buildings, coordinated by Laura Bayer of Architectural Planning and Programming.
- A review of existing governance and funding options, statutes, and other possible precedents, coordinated by Blaine Carlton of Ballard Spahr Andrews & Ingersoll.

This document provides a summary of the study findings and recommendations. The technical reports for each of the study components have been compiled separately. In addition, each public library has received summary sheets identifying its mission, programs and services, facilities data, and facilities needs. All of these supplemental materials are available in print and electronic format through the State Library Division.

Historically, Utah's libraries have struggled, community by community, to provide adequate housing and support for their collections. Significant progress has been made at meeting those needs only when private donors and Congress created incentives, support, and planning assistance to stimulate and augment community library initiatives. Utah has had two major periods of library development – the early 20th century period of Carnegie library construction, and the years following the implementation of the federal Library Services and Construction Act (LSCA) that provided matching funds for Utah libraries. It is our hope that this study will launch a similar period of recognition and support that will enable our libraries to meet the urgent needs that they face in responding to the demands of this new era.

INTRODUCTION

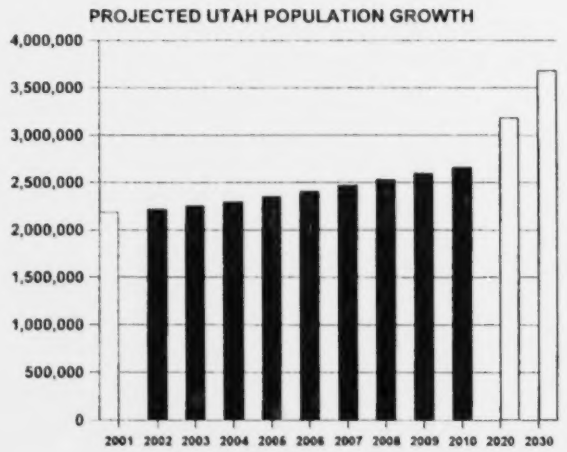
Demand for most library services (including holdings, circulation, visits, staffing, and space needs) can be indexed to population levels. The potential for growth or decline in population is therefore the first factor to be considered in determining future demands. Population studies and regression analysis, combined with State Library Division data on library use, allowed the study team to establish levels of need for a ten-year horizon.

The study team recognized, however, that population change alone might not be a valid predictor of future demand at a time when electronic information sources are changing the nature of library services. To consider the potential impact of these changes, the study team reviewed current studies of the impact of electronic services and then surveyed a representative group of Utah libraries about the impact of electronic services on their demand.

A third – and less quantifiable – factor emerged as libraries began to complete facilities surveys. Anecdotally, many librarians reported that their services are limited by existing facilities, funding levels, and staffing to a level significantly below what they perceive as the community's interest. Libraries that have built new buildings or undergone a major facilities expansion in recent years report a subsequent explosion in demand, visitation, and circulation. This in turn creates pressure to expand staffing and collections far beyond the level that could have been predicted by population growth alone. The persistence of these indicators suggests that planners would be well-advised to consider the potential impact of pent-up demand.

POPULATION GROWTH IN UTAH

The indicators suggest that Utah's population will increase dramatically in the coming years. The Governor's Office of Planning and Budget projects



that Utah's population will grow steadily from 2,187,276 in 2001 to 2,661,902 in 2010. It will reach 3,193,388 in 2020 and 3,683,687 in 2030.

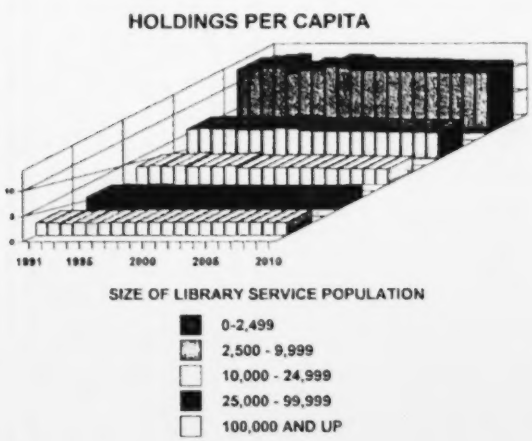
Statewide, growth can be expected in most, but not all, library jurisdictions. The Governor's Office of Planning and Budget provided population estimates for 2000 through 2003 and for 2010 for most library jurisdictions. The study team extrapolated the data for the intervening years and, where data were not available for a library jurisdiction, used regression analysis to forecast population.

LIBRARY USAGE TRENDS, 1990 - 1999

The study team reviewed the core performance data compiled in the annual reports of the State Library Division from 1993 to 2000. The study focused on the three performance measures that most directly affect spatial analysis: visits, circulation, and

holdings. Data are grouped by the size of the library service population because distinct service population groups tend to differ in both space needs and performance characteristics.

Generally the study projects an overall increase in



projected visits per capita (1%-4%) for all service populations except the 25,000 -99,999 group. The demographic report identifies a slight decline in holdings per capita (less than 1%) for all service populations. Circulation per capita showed slight increases for some service populations and minimal decreases for others.

The study team also documented a modest increase in expenditures per capita for all groups except those with a service population of 2,500 - 9,999. Turnover rates generally decreased (by a factor of less than 1.1% in the smaller libraries and a factor of 2.74% - 5.72% in the larger ones). The 2,500 - 9,999 population reported a small increase in turnover (0.3%).

Where results that would affect space analysis seemed discrepant with conditions observed in the libraries, the study team consulted the librarians to try to identify any anomalies so that the data could be normed. In some cases, for example, the library had conducted a one-time heavy weeding, resulting in a significant drop in holdings. Regression analysis alone would have projected this data to suggest an ongoing decline in collection size when in fact the collection size was steadily increasing after the weeding.

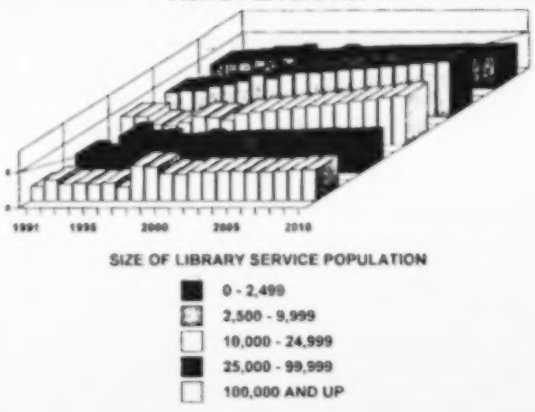
PENT-UP DEMAND

Many librarians report that existing facilities, funding, and staffing limit services to a level that does not reflect actual community interest. As a result, projections based on current usage measures are likely to under-represent the actual need. Library planners recognize that "many public libraries are operating under such constraints that examination of present use may provide a distorted picture of future growth opportunities."[1]

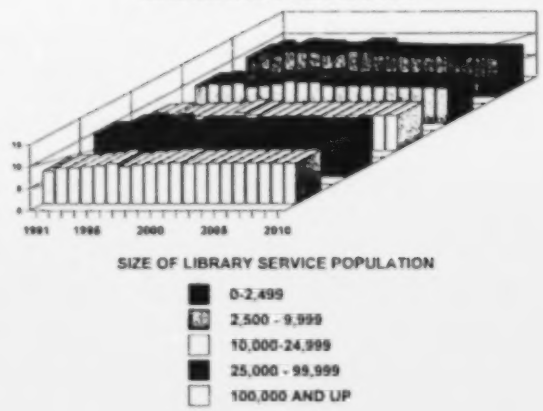
Facilities analysis shows that Utah's public libraries currently fall below national size guidelines. One measure used to estimate approximate library size is the amount of square footage per capita. Consultants typically recommend a minimum of 0.4 square feet per capita for public library buildings serving more than 10,000 people; the ideal range is 0.6 - 0.8 or – for rapidly growing libraries – more. Much higher per-person space allocations must be provided for libraries serving fewer than 10,000 people, since even the smallest library must offer core holdings and services.[2] Many of Utah's library buildings fall at the low end of this range, and some, like Duchesne County at 0.31 square feet per capita, Pleasant Grove at 0.3, the Salt Lake County System at 0.38, and all of the county bookmobile libraries, fall below even the minimum allocation of 0.4 square feet per capita.

Some smaller Utah public libraries noted that funding limitations would prevent them from significantly increasing their collections even if they had adequate space for expansion. Librarians report widespread patron interest in services not now offered. Many described the changing patron expectations that result when new residents move to a growing rural community from larger, more urban areas where they were accustomed to a broader array of library programs and services. In addition, the influx of new residents may change community demographics in ways that affect library usage

VISITS PER CAPITA



CIRCULATION PER CAPITA



patterns. As more young families move to once-rural areas, for example, small libraries may face a sudden, dramatic increase in attendance at story hour and other children's programs.

All of these indicators suggest that libraries that are currently at or near capacity and libraries in rapidly growing rural and suburban areas have potential needs that may be significantly greater than regression analysis would suggest.

PROJECTED LIBRARY EXPENDITURES

The study team used historic library expenditures for the past ten years (1991 through 1999), adjusted for inflation (with consumer price index data provided by the Bureau of Labor Statistics), to project expenditures over the next ten years. Typically expenditures have increased as population rises, and holdings and circulation tend to increase with expenditures.

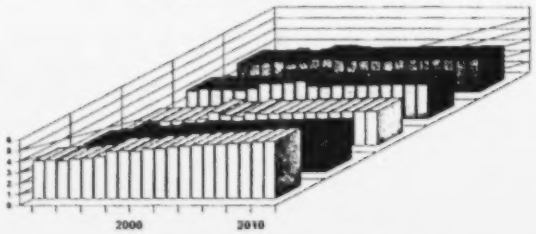
IMPACT OF TECHNOLOGY

As Utah enters the 21st century, predicting the future role of technology has a critical impact on planning. Various models have been suggested, ranging from the assumption that new information technologies will completely replace print materials to the assertion that traditional services will continue unchanged by the electronic media. The most frequently asked question is whether increased availability of and familiarity with electronic information sources will eliminate the need for brick-and-mortar libraries or reduce the amount of space required per capita.

The clear consensus among library experts and planners at this point is that electronic access will not eliminate the need for physical facilities. As library planners Philip Leighton and David C. Weber have stated, "with few exceptions, library collections will continue to grow indefinitely, though the growth rate for reference books, technical journals, technical reports, and, perhaps, certain classes of books will diminish over time."[3] Jeannette Woodward adds that librarians need to "make it clear that the book will not disappear anytime soon and that the library will be delivering both print and electronic information for the foreseeable future."[4] In fact, experience to date suggests that the adoption of electronic information technologies typically requires more, not less, space. As planners Lee B. Brawner and Donald K. Beck have noted, "provision of database reference services does *not* diminish, but increases the need for reference assistance from staff."[5] Additional staff and equipment need space. Patrons demand more workstations to access the information, and a computer workstation occupies more space than a study-table seat.

To assess the implications of these changes for library demand and space needs in Utah, the study team conducted a survey of representative libraries (Orem City, Salt Lake City, Salt Lake County, Washington County, Duchesne County, Kaysville City, Panguitch City, Salina City, and Santaquin City).

EXPENDITURES PER CAPITA



SIZE OF LIBRARY SERVICE POPULATION

- 0-2,499
- 2,500 - 9,999
- 10,000-24,999
- 25,000 - 99,999
- 100,000 AND UP

With the exception of the three counties that provide bookmobile service only (Daggett, Rich, and Piute), all of Utah's public libraries currently have public Internet workstations, and demand for electronic services is high. Larger libraries report usage rates greater than 90% of capacity even in slow periods, and many report that all available computer stations are filled, with patrons waiting for access throughout much of the day. Usage is slightly lower in the smaller libraries, but even these libraries estimate that their computer stations have 60% utilization in

the slowest periods, and are filled to capacity at peak periods. Site visits tended to confirm these reports: computer seats were filled and patrons were waiting on the steps for the doors to open in the morning so that they could get access to computer workstations. In tourist areas, visitors also queue up for library computers, since in many smaller towns the library is the only place that provides online access. The Grand County Library in Moab recorded 235 non-resident requests for Internet access in one week in August. Like many, the Grand County Library does not have adequate workstations to serve its card-holding patrons, and has struggled to find ways to address this demand.

Larger libraries have developed web sites, and some provide electronic access to online public catalogs; the smaller libraries hope to implement these services. Medium and large libraries report high demand for electronic services among patrons of all ages and profiles. Smaller and more rural libraries have had less demand for electronic access, and that demand has tended to be concentrated among patrons younger than 30. As more people in the smaller communities become familiar with computers, however, that profile is changing. Librarians anticipate that demand in the smaller libraries will grow rapidly over the next ten years as patrons of all ages become more familiar with computers and aware of the resources available.

The librarians surveyed do not see any immediate limit to the growth in demand for technology services except availability and space. Current technology services are supported by general library funds, and communities have had difficulty raising funds adequate to meet the need for computers, staff to operate and maintain electronic systems, and electronic information resources and services such as subscription databases. Both Utah statute and local and national precedent rule out the possibility of charging user fees to pay for basic electronic services. Libraries may charge small fees to cover the cost of special services (such as interlibrary loans or additional custodial services required because of public meeting room use). Some use fees to ration access to popular materials such as best sellers. But law and policy dictate that basic public library services must be provided free to eligible patrons.

Development of information technology supports library missions by providing new ways to access information. This, in turn, generates new demand for traditional library services. Public libraries of all sizes in urban, rural, and suburban locations throughout the state consistently report that the availability of Internet access has increased patron visits significantly.

As funds permit, Utah's public libraries will expand their electronic resources, and many may choose to rely primarily on electronic sources such as CD-ROMs and online data services to replace their print reference collections. For a variety of reasons, however, the growth of information technology will not reduce library space needs:

- The space formerly occupied by print materials and shelving will be needed for additional electronic workstations, and for additional staff to maintain electronic reference collections and the equipment that supports them. To date, libraries that have replaced hard copy catalogs and collections with electronic resources have typically found that, to provide equivalent service to a comparable number of patrons, they needed additional space when they converted to electronic format.

- Remote access to electronic materials may eventually reduce the number of in-library workstations needed to serve patrons. At present, however, only the state's largest public libraries are able to offer remote access even to catalogs and databases. For the foreseeable future, patrons will still come to the library to access reference sources and will demand an increasing number of

workstations to do so. In addition, providing access for individuals who cannot afford personal computers will continue to be an essential part of public libraries' missions. And patrons will continue to rely on the higher speed bandwidth service at their libraries for specialized tasks (research, graphics) that older and slower personal home computers cannot support.

- At least in the ten-year horizon, electronic resources will have little impact on the demand for popular reading materials in print format, which constitute the core holdings of most of the state's public libraries.

- Availability of electronic resources has drawn new patrons to the public libraries. This increases the need for equipment, staff, and space to support the collections. It also increases patron exposure to and interest in other library programs and services. Increased interest in turn generates additional need for staff, resources, and space.

- Utah's public libraries have expanded their traditional roles as community meeting and activity centers. Today's libraries offer a range of services including public events, regular programming for adults and children, and meeting rooms available for community use. Particularly in remote and rural communities, where the public library may be the only non-sectarian facility available at no charge for public gatherings, this function is a critical component of library services. It will generate an increasing demand for space as populations grow.

PLANNING AND FLEXIBILITY

By any measure of projected demand, Utah's public libraries will be expected to provide additional resources, services, and space in the coming years. Past indicators of library service, projected population growth, and regression analysis provide a baseline estimate of that growth.

The potential impact of changing demographics and information technology may result in actual growth that is significantly higher than this estimate in many Utah communities. The experience of Utah public libraries that have constructed new buildings in recent years suggests that the availability of new facilities may generate a sustained increase in circulation and demand for services, which will in turn require additional staffing, larger collections, and additional computer stations.

Meeting future demand for library services in the twenty-first century will require more than simply echoing population growth. Planning will be essential to provide flexibility in a time of widespread and rapid change. Libraries, as Leighton and Weber note, have been "changing more in the 1990s than any time in the past century" and must have "adaptability to address changing needs," including the "ability to assign" any library function to "any part of the facility" as well as the capacity to support technologies that cannot be imagined today.[6]

Therefore, to invest wisely in facilities that will continue to meet public needs well into the 21st century, each community needs to review its specific conditions carefully. Thorough planning, and planning that considers the many scenarios that may unfold over the anticipated life of the building, will be more necessary than ever. Because public libraries remain in use for generations, they must be designed with the flexibility to accommodate continued growth and changing uses and expectations.

PUBLIC OPINION: AN INTRODUCTION

To gauge public awareness of library services, understanding of library funding and governance, and support for public library facilities, the study team conducted a telephone survey of 1,000 residents statewide in January 2001.

PROFILE OF RESPONDENTS

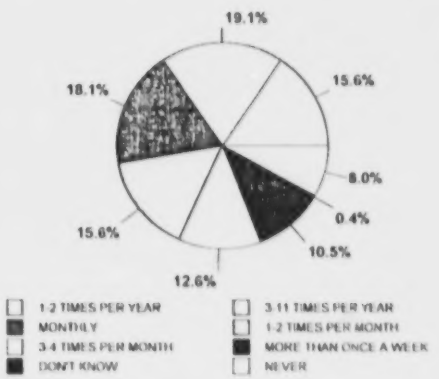
To create a random sample that would be representative of the state population as a whole and accurately reflect the range of opinion in communities of all sizes and types, the study team used a random systematic sampling procedure that gave each resident in the sample universe an equal opportunity of being selected for an interview.

To accurately reflect the varied conditions of Utah's public libraries, the study team divided its samples into three categories: Wasatch Front (Davis, Salt Lake, Utah, and Weber counties), Growing Regions (Box Elder, Cache, Morgan, Summit, Tooele, and Washington counties), and Rural Regions (Beaver, Carbon, Daggett, Duchesne, Emery, Garfield, Grand, Iron, Juab, Kane, Millard, Rich, San Juan, Sanpete, Sevier, Piute, Uintah, Wasatch, and Wayne counties). To ensure adequate representation for the less populated areas, the study over-sampled in growing and rural communities.

The survey team asked to speak to one of the heads of the household and asked that person if he/she would be willing to respond to a brief survey about "services funded by tax dollars." Only 4 out of the sample of 1,020 refused to participate.

Respondents were 50.8% male, 49.2% female. Most were registered voters (87%) who had lived in the community at least two years (88%), had completed at least some college or technical education (82%), and had personal computers in their homes (85%). Almost all (92%) visited the library at least once per year, and more than half (62%) went at least once a month.

VISITS TO LIBRARY



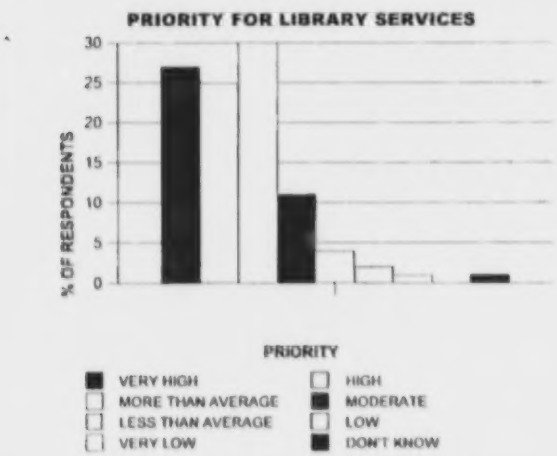
QUALITY AND VALUE OF LIBRARIES

The first group of questions focused on the public perception of the quality and value of library services.

Asked to rate public services in their community, participants ranked most services as average or slightly above average, with the highest scores given to fire and emergency medical services. Libraries had a mean score of 5.59, above the average. Residents along the Wasatch Front tended to be more satisfied with their libraries: half felt their library met their needs very well. Those in rural and growing areas were less satisfied: nearly one in seven said that their public library did not meet their needs, and only 38% in growing areas and 33% in rural areas felt that their library met their needs well. Asked what priority libraries should have among all of the services provided by city or county government, 52% said that library services should be given a very high priority, and only 3% thought they should have a low priority.

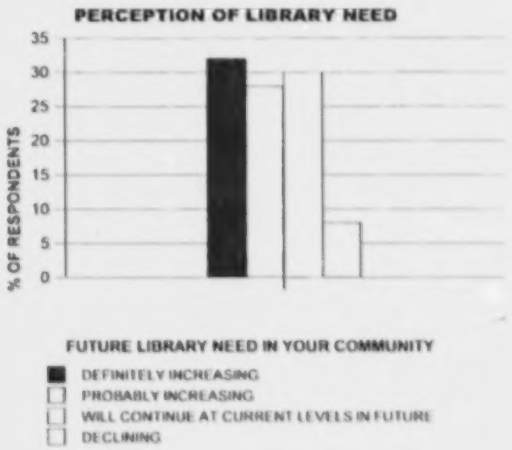
PERCEIVED USE AND DEMAND

Utah residents consider library services a high priority: 82% of respondents ranked the library as more important than average, and more than half (52%) ranked it in the highest levels of importance (6,7). Only 7% considered public libraries a low priority.



Survey respondents were asked whether they thought that public library use in their communities had increased, decreased, or remained the same over the past few years, and whether they anticipated that the need would increase in the future. Most believed that library usage had increased (35%) or remained constant (36%) in the recent past and expected that it would definitely or probably continue to do so in the future (60%). Only 8% expected it to decline in the future.

When asked specifically about the potential impact of the Internet on library use, the majority of respondents felt that it would definitely or probably increase the need for public libraries (25%) or not affect the need (37%); only 10% believed that Internet access would definitely decrease the need. Those with lower family income and those who did not have a computer in their home were the most likely to believe that the Internet would definitely increase the need for public libraries. Half (51%) of those who thought that library use would increase noted that people would go to the library to use the Internet.

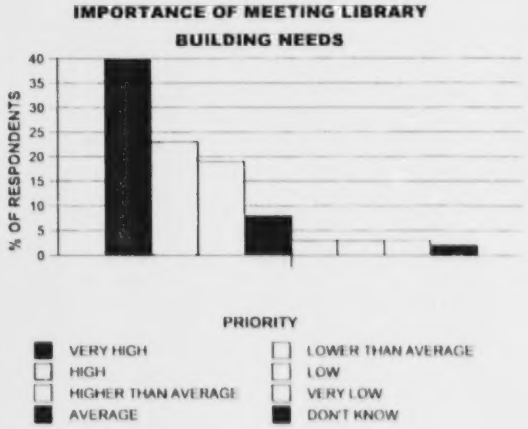


When asked what discouraged them from visiting their public library, participants identified six major factors: hours of operation (7%), distance from or location of the library (6%), availability of parking (2%), limitations of the collection (13%), personal commitments and schedules (9%), and a lack of interest (2%). Other factors included crowding, fines, and availability of the Internet. Registered voters, people with computers in their homes, and people with Internet access in their homes were more likely to mention needing additional and current holdings. For those with children and those in locations remote from their public library, distance was a significant factor.

PERCEIVED FUNDING AND GOVERNANCE

Many residents were not aware of how heavily their libraries depend on community support.

More than half of those surveyed (56%) admitted that they did not know which level of government was primarily responsible for funding their public library. Residents tend to assume that the State of Utah provides funds for local public libraries: 3% of respondents in rural and growing areas and 6% on the Wasatch Front directly identified the state as having primary funding responsibility for their local public libraries. When those who did not mention the state as a funding source were asked specifically about state funding, 38% believed that local public libraries received state funds.



STATE ROLE IN ADDRESSING LIBRARY BUILDING NEEDS

After asking what participants knew about library funding and governance, the survey team then provided a brief explanation. In fact, the state provides funds only for ongoing services, not for facilities needs. State operating funds for community public libraries (approximately 45 cents per person) amount to less than 2% of the total funds received by the libraries.

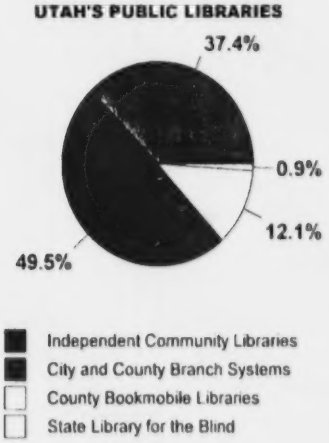
The majority of survey participants believed that this level of funding was probably (26%) or definitely (30%) too low.

A large majority (71%) also believed that the state should provide funding "to help cities and counties improve existing library buildings or build new library buildings," in addition to providing funds for ongoing operations. Improving library buildings to meet current standards for "safety, handicapped access, library service, and technology" was very important to state residents: 40% considered modernization very important, and 82% ranked improvements above the median in importance.

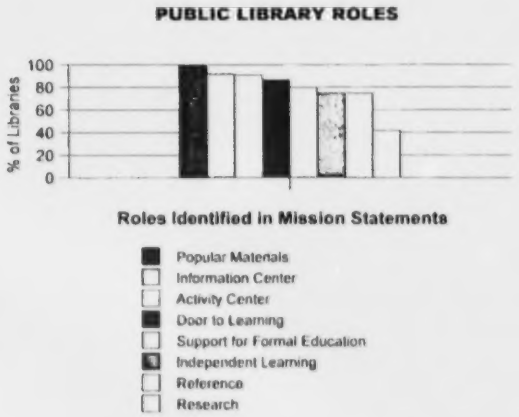
Thus the survey supported anecdotal evidence from librarians and visual evidence from library walk-throughs. Utah's residents use their local public libraries heavily, depend on them for essential services, expect that the facilities will comply with current codes and standards, and want their state government to provide financial support for library buildings and services.

UTAH'S LIBRARIES: A PROFILE

Utah has more than a hundred public library facilities. More than forty local governments (cities and counties) provide library services to their residents through a single, independent community library. Salt Lake City and nine counties (Davis, Emery, Salt Lake, San Juan, Summit, Tooele, Uintah, Washington, and Weber) have multi-branch library systems that serve patrons through an aggregate total of 53 branch facilities. Thirteen bookmobile libraries (each consisting of a mobile unit and a fixed facility) deliver services within 22 of the state's rural counties. Eleven of the 13 fixed bookmobile facilities offer public access to the collections and the Internet. In addition, the State Library Division operates a central library that provides direct services to blind and visually and physically impaired patrons.
The total number of public libraries varies depending



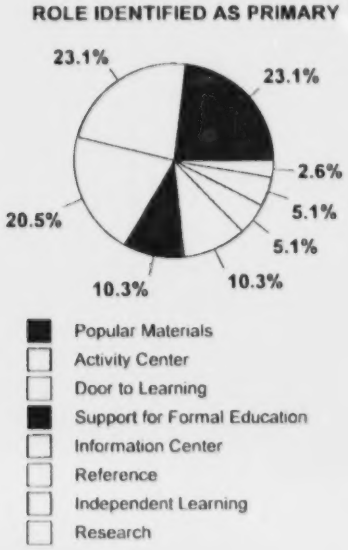
on what is being counted. In some cases (such as the Panguitch City / Garfield County Public Library) two administrative units share a single library building and governance board. One facility is used seasonally. For this study, we are using a total of 107 – the number of public library buildings. Unless otherwise noted, this figure provides the basis for all data calculations.



LIBRARY ROLES AND MISSIONS

Public library services can be generally classified in eight categories:

- providing current high-demand, high interest popular materials in a variety of formats for persons of all ages
- providing current information about community organizations, issues, and services.
- serving as a focal point for community activities, meetings, and services
- encouraging young children to develop an interest in reading and learning
- helping students of all ages to meet educational objectives established by formal courses of study
- providing sustained learning programs independent of other educational providers
- providing general reference information to meet community needs
- providing resources for in-depth research and study



Most of Utah's public libraries have a mandate to provide all or most of these services, but vary in the mix of programs they offer and in the relative priorities they accord to each role. In their mission statements, the majority describe their primary role as one of three: providing popular materials, serving as a door to learning for young children, or creating an activity center for the community.

LIBRARY PROGRAMS AND SERVICES

As these roles suggest, the 21st century public library is much more than a storehouse of books and information materials. In addition to circulating and reference collections, Utah's public libraries offer a diverse range of programs and services to support their missions and address the specific needs and desires of the communities they serve.

Virtually all offer special programs, displays, and activities for children, often targeted by age group. These programs are typically heavily attended, offered in multiple sessions, and filled to – or beyond – capacity. Weekly story hours, summer reading programs, and activity sessions are a fixture at most public libraries. Many offer special holiday programs throughout the year, as well as special events like Dr. Seuss's birthday party, a sleep-over in the library, puppetry, and crafts.

For young adults, Utah's public libraries provide a variety of study and discussion groups, as well as instruction in the use of library materials and electronic resources.

Adult programming includes lectures, readings, author sessions, and discussion groups.

To meet the information needs of the 21st century, libraries offer all patrons access to computer equipment and to electronic resources including Internet access, CD-ROMs, and electronic databases. Many libraries sponsor classes in computer use, the Internet, and computer research. A significant number provide separate computer services and training for children. Many offer courses in specific computer skills such as word-processing, desk-top publishing, and web-site development.

Some have additional services, such as copy centers, available to meet patron needs. Many maintain local history collections, art exhibits, community displays, and public services such as tax preparation assistance. Most offer tours and orientation sessions for school groups. The county bookmobile libraries provide mobile service to rural communities.

OTHER ACTIVITIES IN UTAH'S LIBRARIES

As extensive as the programs sponsored by Utah's public libraries are, they represent only a fraction of the activities that occur at public library facilities. The state's public libraries also host an array of programs and events sponsored by local individuals, groups, and organizations. In most communities, library space can be scheduled after hours and is heavily used.

Libraries host art exhibits and musical concerts. Some provide stages for dramatic presentations. Many allocate space to literacy programs run by other groups; some libraries sponsor and run the literacy programs themselves. In some communities, the library has become a center where seniors can come for meals, health screening, and daily activities.

The roster of groups that rely on local libraries for meeting space includes virtually every organization in the state. Libraries provide a focal point for scout programs, service organizations, community councils, educational activities, and, in some cases, private gatherings. In some communities, the public library has the only non-sectarian meeting room, or the only one available at no cost to non-profit groups. Even in communities that have other appropriate meeting facilities available, many groups prefer to meet at the library because holding events there tends to increase public participation.

THE EVOLUTION OF UTAH'S PUBLIC LIBRARY FACILITIES

1850 – 1900

Utah's first public library was established in 1850: the act creating the Utah Territory contained a $5,000 appropriation for books and library materials. The first of these materials – which included "ancient and modern classics" and two large globes – arrived in April 1851 and were housed in the Council House. Seven years later, the growing collection moved to the City Hall. By 1860 Utah had 12 public libraries with 5,476 volumes, and within two years the legislature had granted charters to 15, including American Fork, Alpine, Beaver, Coalville, Deseret City, Fillmore, Lehi, Manti, Moroni, Nephi, Ogden City, Provo, Salt Lake City, St. George, and Tooele.[7]

Few of the territorial library facilities survived until statehood, though the collections were often preserved by religious groups or private individuals. Then, in 1897, the first state legislature passed a law enabling cities – with the support of taxpayers and voters – to levy a tax to support libraries, launching the first wave of library building in the state.

1900-1930

Then, as now, the construction of libraries was primarily the result of local community efforts and fund-raising, spurred from time to time by the availability of state and private funds. From 1907 to 1914, for example, the bulk of construction funds for public libraries came from private sources: the state appropriated $4,000 for public libraries, while private contributions reached $125,000.

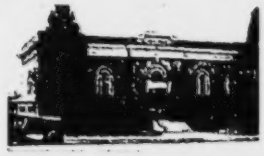
In the early 20th century, towns across the state built public libraries with the help of Andrew Carnegie, who was willing to donate funds for library construction to cities that would provide a site and guarantee annual operating funds of at least 10% of the library's construction cost. By the 1920s, more than twenty Utah communities had Carnegie libraries. They included American Fork, Beaver, Brigham City, Cedar City, Ephraim, Eureka, Garland, Manti, Mount Pleasant, Murray, Ogden, Panguitch, Parowan, Price, Provo, Richfield, Richmond, St. George, Salt Lake City (Chapman), Smithfield, Springville, and Tooele.[8] In the same period, state laws were revised to allow the creation of county libraries, which were established in Cache, Grand, Iron, Morgan, San Juan, Tooele, Uintah, Wasatch, Washington, and Wayne counties. The library report of the State Department of Public Instruction listed 50 public libraries in 1925, 13 under county and 37 under municipal jurisdiction.[9]

Salt Lake City Public Library, Chapman Branch, 1916. Photographs courtesy of Utah State Historical Society.[10]

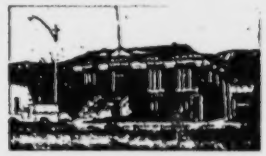
Salt Lake City Public Library, Spencer Branch, 1930

UTAH'S EARLY TWENTIETH CENTURY HISTORIC PUBLIC LIBRARIES

American Fork

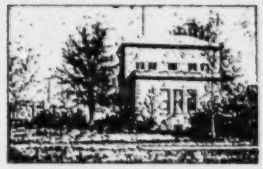

Beaver

Brigham City

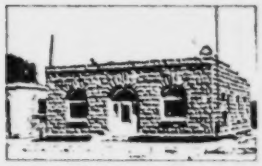

Cedar City

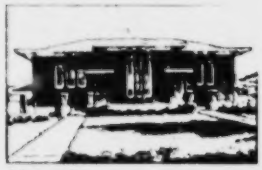
Ephraim

Garland

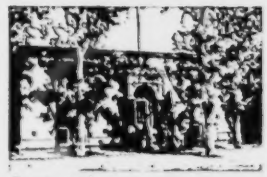

Grand County / Moab

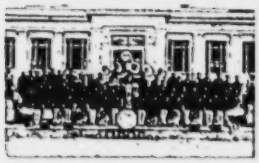
Manti

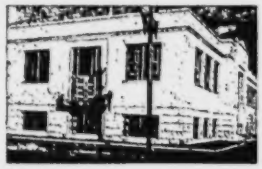

Minersville


Mount Pleasant

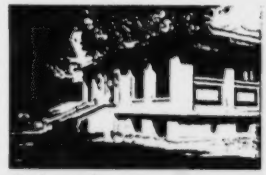
Ogden


Panguitch


Price

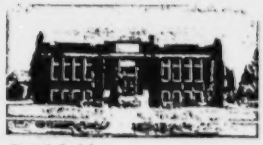

Provo

Richfield


Richmond

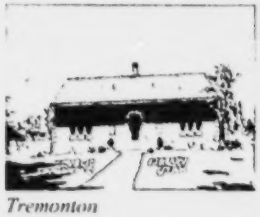
Salt Lake City Chapman

Salt Lake City Sprague


Smithfield

Springville

Tooele


Tremonton

Uintah County

Washington County

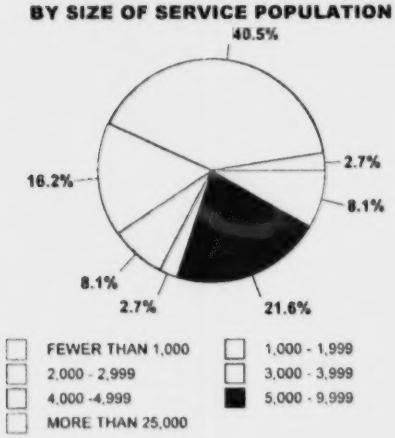
Carnegie Libraries listed in green.

Photographs of Ephraim, Manti, Mount Pleasant, Ogden, Panguitch, Richfield, Springville, and Tremonton courtesy of the Utah State

1930 - 1960

In the Depression and post-Depression years, the state's public libraries had little money for books and librarians, and less for facilities. New and growing libraries – including Bingham Canyon, Green River, Davis County, Farmington, Lewiston, Clearfield, Bountiful, Syracuse, and Layton – typically were housed in leased or donated space in other community buildings. Libraries with existing facilities struggled to maintain them. Among the handful that built new facilities in these years were Salt Lake County (a new headquarters in 1941), Kanab (built in 1940 by a WPA crew that cut its own lumber and made its own brick), and Calvin Smith (which purchased and moved a surplus military building to its site in 1947; when it completed a new building in 1956, this temporary structure was moved to Kearns.).

UTAH PUBLIC LIBRARIES, 1953
BY SIZE OF SERVICE POPULATION



A 1952 study by Joseph A. Geddes and Carmen D. Fredrickson, published as a bulletin of the Utah State Agricultural College in 1956, pointed out the desperate condition of the state's libraries: Utah had "no state partnership with local governments in building strong library systems," no "long range and unified library planning," and "no state aid and equalization funds." Rural communities lacked the resources to provide "needed services."[12] Utah's library buildings were "extremely uninviting"[13] and only "one or two" jurisdictions had "library building programs." The libraries had "not kept up with changing conditions" and few had the resources to use current "transportation and communication technologies." Outside of the two large county systems, half of Utah's residents had no library services.[14] Seventy percent of the libraries served populations less than 5,000. "And yet," the study concluded, " Utah's libraries, as now constituted and as now handicapped, are nevertheless performing truly important services which the people are not willing to do without."[15]

In subsequent years, this study spurred a review of Utah library conditions and governance. The implementation of the federal Library Services Act in 1956 led to the creation of a state library agency and a state appropriation for library services. To better serve the state's rural areas, Kane, Garfield, Piute, Sevier, Wayne, Rich, Tooele, and Duchesne counties, in conjunction with the Utah State Library Commission, had established county bookmobile services by 1959.

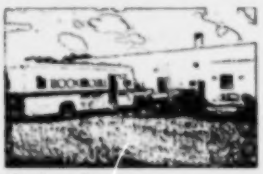
1930 – 1960, continued

LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED 1930-1960	
Carbon County Bookmobile	1939
Cedar City	1957
Gunnison	1940
Lewiston	pre-1936
Logan (building incorporates multiple older structures)	various
Milford	1939
Monroe	1934
Price	1957
Salina	1936
Salt Lake County Calvin Smith	1954
Salt Lake County East Millcreek	1947
Santaquin	1930s
Tremonton	1930
Uintah County (Phase 1)	1958
Wasatch County	1938
Wayne County Bookmobile	1940s

Uintah County
(1950s construction at left)

Wasatch County

Wayne County



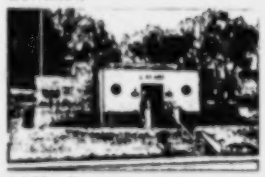
Carbon County

Cedar City

Gunnison

Lewiston

Logan (Renovation incorporates older structures)



Milford

Monroe

Santaquin

Salina

Salt Lake County
East Millcreek

Salt Lake County C. Smith

Tremonton

1960s

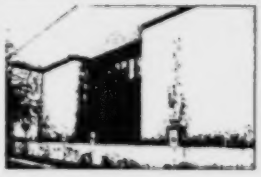
Utah's second great public library building boom, which began in the 1960s, was leveraged by the Library Services Act of 1959, which provided federal matching funds for rural libraries, and, after 1964, for urban libraries as well.[16]

Within a decade, public library facilities had been constructed for Kearns, Granger, Midvale, Murray, Salt Lake City, Ogden/Weber County, Spanish Fork, Orem, Moab, Monticello, and Blanding.

LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED IN THE 1960s

Box Elder County	1964
Cache County / Providence-River Hgts	1961
Davis County Main / HQ (Farmington)	1964
Davis County South (Bountiful)	1967
Grand County	1967
Helper City	pre-1968
Lehi	1967
Nephi	1964
Parowan	1965
Payson	1969
President Millard Fillmore	1960s
Salt Lake City Main	1964
Salt Lake County Kearns	1964
Salt Lake County Ruth V. Tyler	1967
Salt Lake County West Valley	1969
San Juan County Blanding	1962
San Juan County Monticello	1962
Spanish Fork	1965
Springville	1965
Weber County Main (Ogden)	1968

Springville



Weber County Main

Box Elder County

Davis County Main

Grand County

Nephi

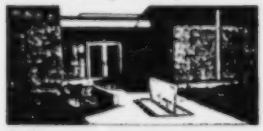
Payson

Salt Lake County Kearns

San Juan County Monticello

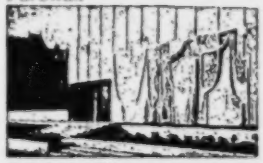
Cache County/ Providence - River Heights

Davis County Bountiful



Lehi

Parowan



Salt Lake City Main

San Juan County Blanding

Spanish Fork

1970s

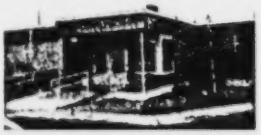
In the 1970s, many libraries expanded their services by offering outreach programs and creating satellite facilities in stores, post-offices, hospitals, and prisons. County governments extended bookmobile services to more rural communities. Few new libraries, however, were constructed during this decade

LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED IN THE 1970s

Davis County North (Clearfield)	1975
Minersville	1977
Orem (adult library area)	1970
Panguitch City /Garfield County	1976
Salt Lake County Holladay	1971
Salt Lake County South Jordan	1978
Salt Lake County Whitmore	1974
Tooele County Stansbury Park	1973
Utah County (Mapleton)	1975

Minersville

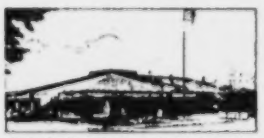
Orem (1970s portion at left)



Panguitch City/ Garfield County

Salt Lake County Holladay

Salt Lake County South Jordan



Salt Lake County Whitmore

Utah County (Mapleton)

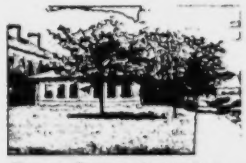
1980s

Library construction during the 1980s was largely driven by the large multi-branch systems, which accounted for nearly 70% of the new library construction in the state in the decade. Washington County built three facilities; Emery County, five; Weber County, one; Salt Lake City, two; Salt Lake County, four; and Davis County, one. Library construction during this period was concentrated along the Wasatch Front and in other rapidly growing regions.

LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED IN THE 1980s

Davis County Central (Layton)	1987
Duchesne County	1986
Emery County Castle Dale	1982
Emery County Emery	1981
Emery County Ferron	1982
Emery County Green River	1982
Emery County Orangeville	1982
Hyrum	1989
Iron County	1985
Kaysville	1980s
Orem Children's Library Addition	1985
Pleasant Grove	1987
Salt Lake City Anderson/Foothill	1985
Salt Lake City Sweet/Avenues	1984
Salt Lake County Magna	pre-1987
Salt Lake County Park	1989
Salt Lake County South Salt Lake	1988
Salt Lake County West Jordan	1987
Summit County Coalville	1980s
Summit County Kamas	1980s
Tooele County Grantsville	late 1980s
Washington County Hurricane	1980s
Washington County St.George	1981
Washington County Springdale	1980s
Weber County North	1983

Duchesne County

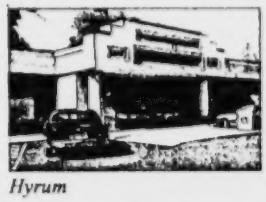

Emery County Castle Dale

Emery County Emery

Emery County Ferron

Emery County Green River

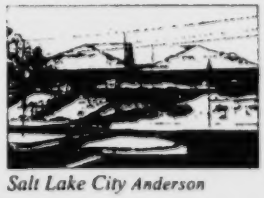
Emery County Orangeville


Hyrum

Iron County

Orem Addition

Pleasant Grove


Salt Lake City Anderson

Salt Lake City Sweet/Avenues

Washington County

Weber County Southwest

Salt Lake County West Jordan

BEST COPY AVAILABLE

1990s - 2001

Utah library construction in the 1990s followed the trend of the previous decade, with new facilities and major renovations occurring largely in large multi-branch systems, Wasatch Front areas, and growth regions adjacent to the state's largest cities. Utah's rural communities used their limited funds for ongoing maintenance projects and renovations, typically to address such urgent problems as roof leaks, ADA compliance, and mechanical and electrical system failures.

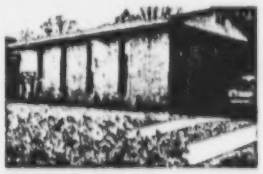
LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED IN THE 1990s	
American Fork	1999
Emery County Cleveland	1991
Emery County Elmo	1990
Emery County Huntington	1996
Kanab	1999
Morgan County	1998
Park City (1924 facility renovation)	1993
Salt Lake City Day-Riverside	1996
Salt Lake County Bingham Creek	1998
Salt Lake County Draper	1997
Salt Lake County Hunter	1995
Salt Lake County Riverton	1999
Salt Lake County Sandy	1991
Washington County Enterprise	1997
Weber County Law	1996
Weber County Ogden Valley	1995

LIBRARIES CURRENTLY OCCUPYING BUILDINGS CONSTRUCTED IN THE 2000s	
Delta	2000
Lehi Addition	2002
North Logan	2000
Provo (1891 facility renovation)	2001
[illegible] Main	under construction
[illegible] County Main	2001

Weber County North

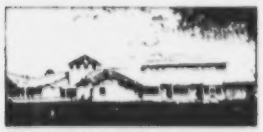
Tooele City	2000

American Fork

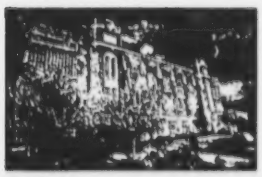

Emery County Cleveland

Emery County Elmo

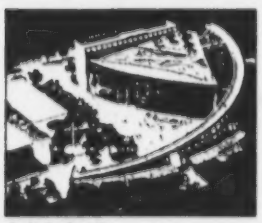
Emery County Huntington


Morgan County

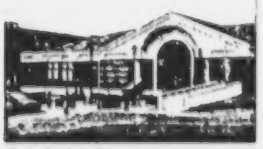
North Logan


Park City

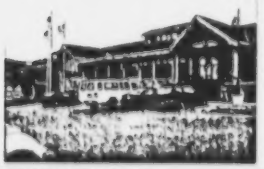
Provo


Salt Lake City Main

Salt Lake City
Day-Riverside


Salt Lake County Riverton

Salt Lake County Hunter


Summit County

Weber County Ogden Valley

Tooele City Library for the 20th century, constructed 1910

At first glance, it appears that Utah's public libraries have been transformed in the last century. In 1900 most had only a few hundred volumes, often housed in a public building or church hall and open to the public only a few hours each week.

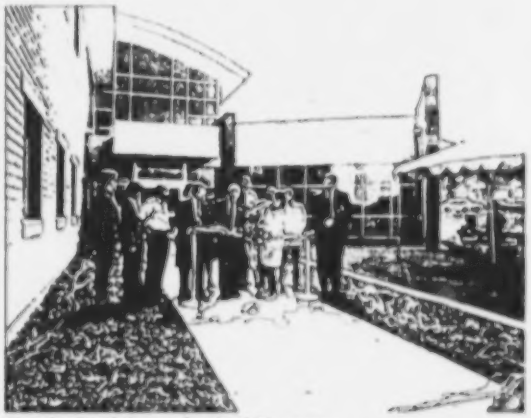
A hundred years later, even the smallest of the state's public libraries boasts a building that houses thousands of volumes. The largest have facilities that offer patrons hundreds of thousands of books, as well as magazines, CD-ROMs, microforms, audiovisual materials, and access to online data bases.

But in some ways, the situation of Utah's public library facilities has changed little in the last hundred years. Over the decades, familiar concerns reappear in the annals of library history. Utah public library facilities have always been built and operated by local communities. The state provides no financial assistance for capital construction and currently contributes only $0.45 per capita for operating costs. Utah's communities have always valued their libraries highly and considered it a high priority to allocate scarce funds to improve them - but in many communities the resources are chronically limited, and demand consistently exceeds capacity.

Throughout the century, Utah's libraries lagged behind the national standards in virtually every statistic except usage. In the 1920s, most Utah public libraries fell short of the funding per capita needed "for adequate support" and held only one book per capita, compared to a national standard of 1.5.[17] At mid-century, few met "minimum library standards" [18] A study found that "most of the buildings were extremely uninviting."[19] In Utah's rural communities, where revenues are limited, the needs have consistently been acute.

From the earliest days, Utahns have loved their libraries and used them heavily. In 1898 the *Ogden Standard* reported that "it is a goodly sight that greets one on passing the reading room door at almost anytime in the afternoon or evening, and notice the men and youths gathered there, all absorbed in the magazines and papers provided for their use."[20] Today's visitor would see patrons at computer workstations, as well as reading tables. But like the visitors a century ago, those who visit a library at peak hours today will be likely to find all of the seats filled.

And throughout the state's history, Utah's communities have benefitted from the dedication of public librarians. In 1934 most public librarians also provided custodial services for their buildings, and few received more than nominal compensation. But instead of complaining, most, like Uintah County Librarian Elizabeth Manker, noted that they were "lucky to be open."[21] Today's librarians, like their pioneer predecessors, go to extraordinary lengths to stretch limited resources and "make do." When contacted for this study, most were reluctant to articulate any needs, explaining that they understood that their communities were doing "the best that they could" or "pretty well for a small rural area."



Tooele City Library for the 21st century. Ribbon cutting May 2000

CURRENT PUBLIC LIBRARY SPACE IN UTAH

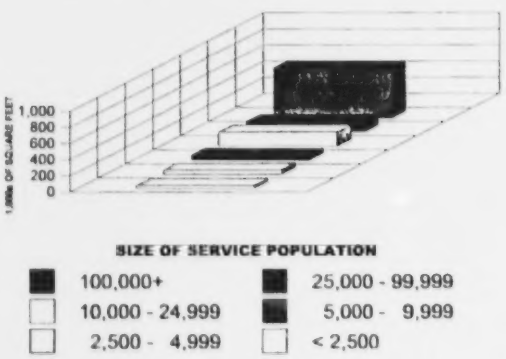
Utah currently has nearly 1.1 million square feet of public library space. The greatest amount of this space is found in the Wasatch Front libraries serving populations of more than 100,000: Davis County Library System, Provo City Library, Salt Lake City Library System, Salt Lake County Library System, and Weber County Library System. Together these libraries have 33 facilities, or 30.8% of the state's library buildings, with 621,819 square feet of area, or 58% of the total library space in Utah. On average, they have 18,843 square feet per library.

The second-largest area belongs to the 28 libraries that serve populations of 10,000 to 24,999 people. This group includes American Fork, Box Elder County, Brigham City, Cache County, Carbon County, Cedar City, Duchesne County, the eight libraries of Emery County, Hyrum, Kaysville, Lehi, Payson, Pleasant Grove, the 2 libraries of San Juan County, Spanish Fork, Springville, Tooele City, Tooele County, and Wasatch County. Together these libraries have 173,005 square feet of building space, or 16% of the total. On average, these libraries have 6,179 square feet per building, with a range from 1,307 square feet to 36,400 square feet.

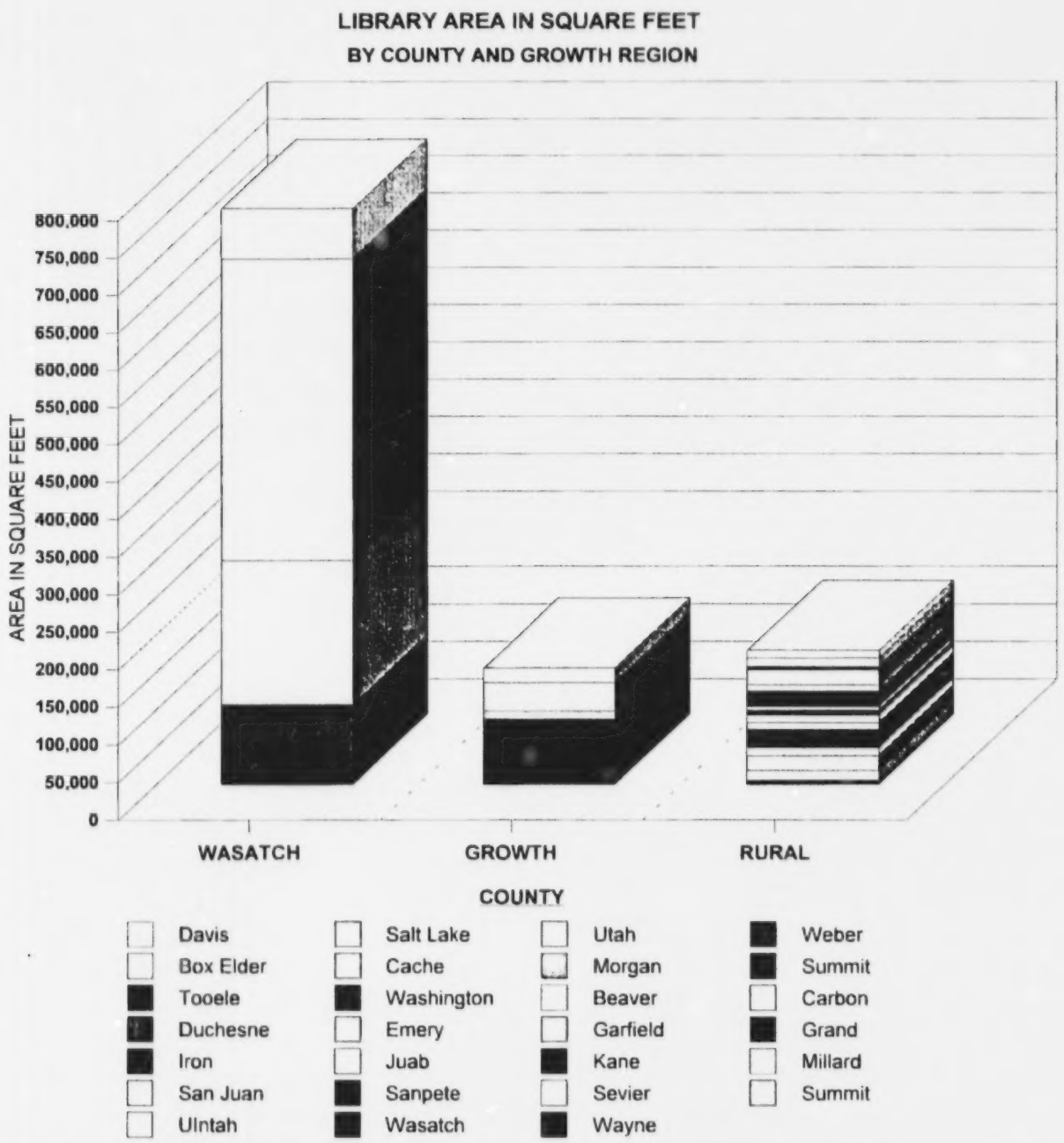
The third-largest area is held by 6 libraries that serve populations of 25,000 to 99,999 people. This group includes Logan, Murray, Uintah County, the Utah County Bookmobile Library, and the 4 locations serving Washington County. Together these libraries have 130,732 square feet, or 12% of the state's total library space. The average library size is 14,526 square feet, with a range from 1,250 square feet to 63,000 square feet.

Thirty libraries serving fewer than 10,000 people each hold the remaining 14% of the state's library space. Those serving populations of 5,000 to 9,999 (Grand County, Iron County, Morgan County, Park City, Price, Richfield, Sanpete, Smithfield, and Tremonton) have 58,924 square feet, or an average of 6,547 per library. Those with populations of 2,500 to 4,999 (Delta, Ephraim, Gunnison, Kanab, Manti, Mount Pleasant, Nephi, Panguitch City / Garfield County, Salina, and Santaquin) have 53,127 square feet, or an average of 5,313 square feet per library. Those with service populations smaller than 2,500 (Beaver, Fillmore, Garland, Lewiston, Milford, Minersville, Monroe, Parowan, Richmond, Daggett County, and Wayne County) have 34,914 square feet, or an average of 3,174 square feet per building.

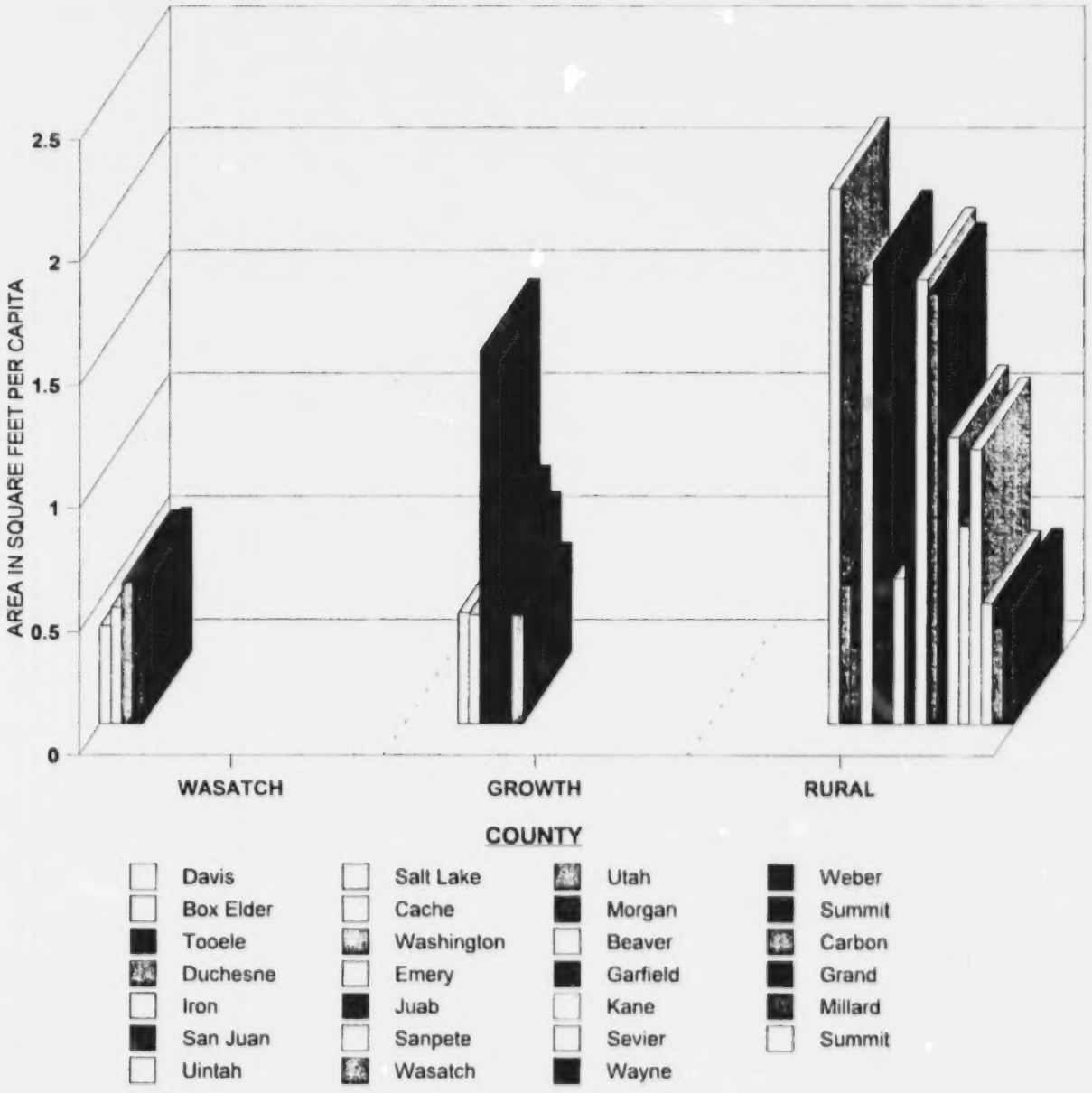
UTAH PUBLIC LIBRARY SPACE, 2001



DISTRIBUTION OF LIBRARY SPACE

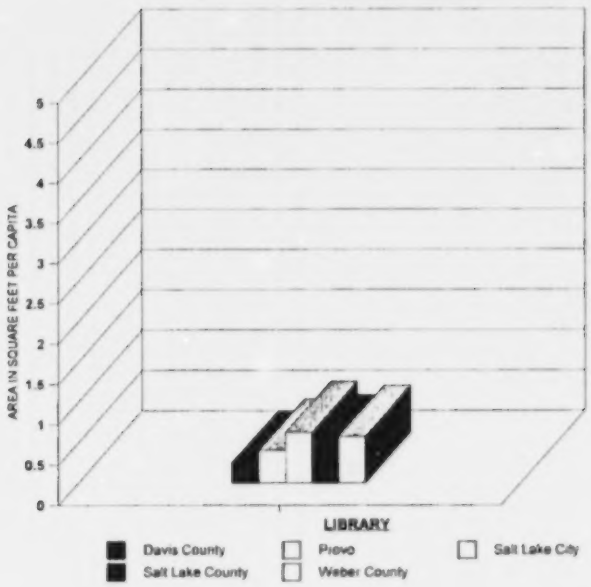

LIBRARY AREA IN SQUARE FEET
BY COUNTY AND GROWTH REGION
AREA IN SQUARE FEET
800,000
750,000
700,000
650,000
600,000
550,000
500,000
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
WASATCH
GROWTH
RURAL
COUNTY
Davis
Box Elder
Tooele
Duchesne
Iron
San Juan
Uintah
Salt Lake
Cache
Washington
Emery
Juab
Sanpete
Wasatch
Utah
Morgan
Beaver
Garfield
Kane
Sevier
Wayne
Weber
Summit
Carbon
Grand
Millard
Summit

LIBRARY SPACE PER CAPITA
BY COUNTY AND GROWTH REGION

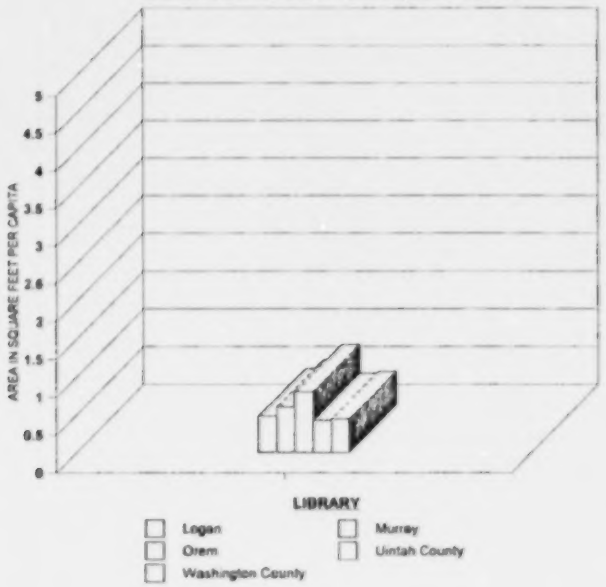


LIBRARY SPACE PER CAPITA BY SIZE OF LIBRARY SERVICE POPULATION

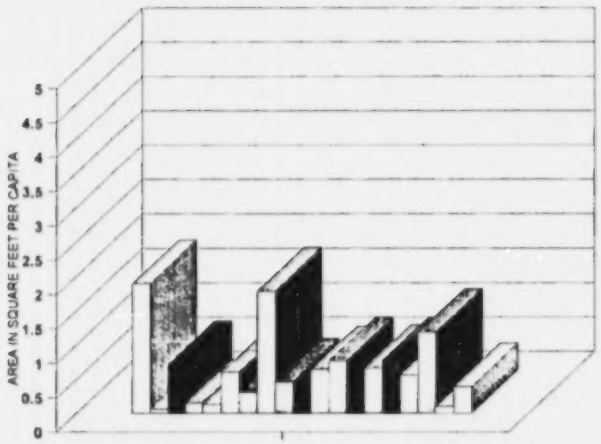
SERVICE POPULATION > 100,000



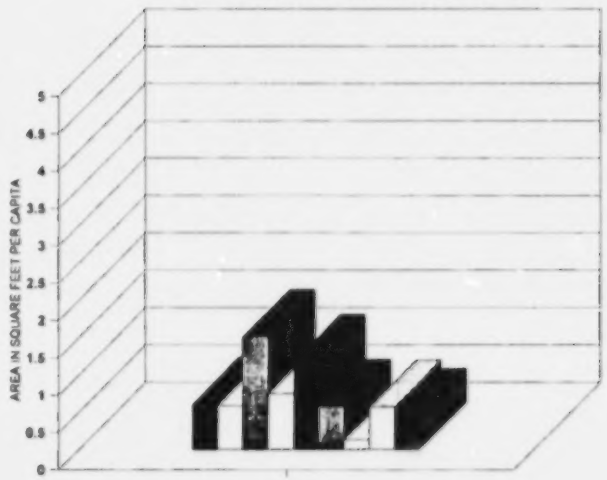
SERVICE POPULATION 25,000 - 99,999

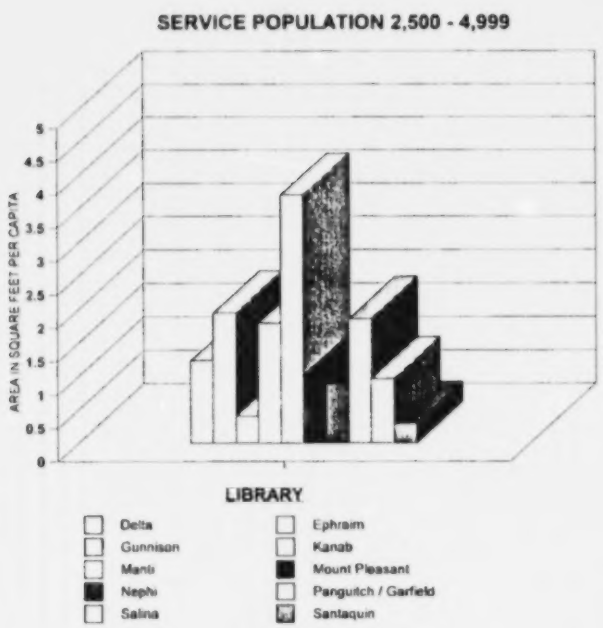


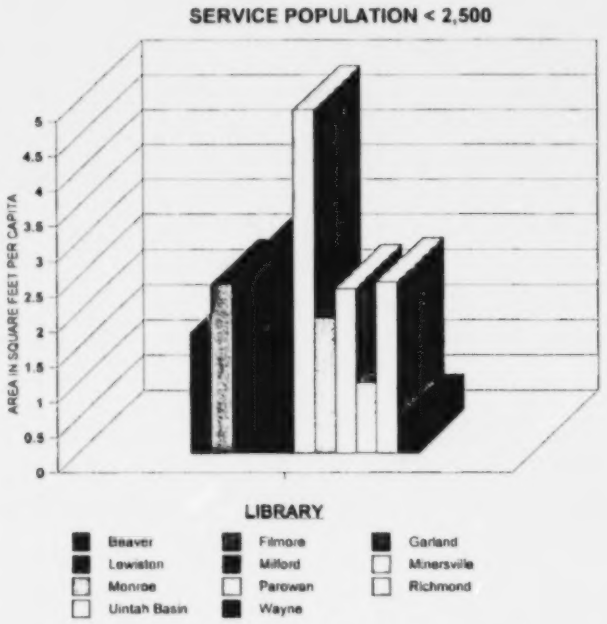
SERVICE POPULATION 10,000 -24,999



SERVICE POPULATION 5,000 - 9,999







Typically the amount of square footage per capita required for library services increases as the size of the library service population declines. Even the smallest libraries, like Minersville with a service population of only 715, needs a certain amount of square footage to provide essential services and house a basic collection. Staff workstations in the smallest libraries, for example, are no smaller than workstations in the largest. In fact, the work area per staff person in a small library may be larger, because library tasks are material-intensive and a single workstation in a one-librarian library must be large enough to accommodate the full range of library tasks, including processing of materials, patron service, and program development.

Square footage per capita, a common space index once used extensively to predict library space needs, is extremely variable for libraries serving fewer than 10,000 patrons. A number of factors can increase square footage per capita. Libraries that provide a broader range of services, including extensive public programming that requires a variety of meeting areas, typically have higher square footage allocations. Recently constructed libraries, like American Fork, Morgan, and Tooele City, are usually designed to accommodate anticipated growth for at least a 10-20 year period and will therefore have a higher per person allocation in their first years of operation. Regions like Emery County that place a priority on establishing smaller libraries in multiple communities, rather than larger centralized facilities, will also have larger per capita figures, since each library must duplicate some basic collection items, staff work areas, and support spaces. Buildings with a low efficiency (the ratio of assignable space to total space) will also yield higher per capita figures.

DETERMINING LIBRARY AGE

Deciding how to classify Utah's older public libraries presents several problems. Many libraries were built in phases over decades. Many have constructed additions. And almost all have undergone a series of internal and external renovations in the intervening years.

This study has, throughout, established a benchmark question: How do all of Utah's libraries compare to the standards established by the newest and best facilities in the state?

While most of Utah's older libraries have been remodeled at some point, few have had the kind of comprehensive renovation that would have transformed them into the equivalent of a new facility constructed in full compliance with 21st century codes and standards.

Few have drawings and documents to indicate the extent of code-related upgrades. Through a brief visual inspection alone, it is virtually impossible to verify that all relevant structural, mechanical, electrical, life-safety, and ADA upgrades have been completed. It is also difficult to determine whether hazardous materials, if any, have been appropriately removed or contained. In most cases, the visual evidence suggests that the older buildings fall short of today's codes and standards.

Therefore, except for the handful of libraries renovated in the last decade that have positive evidence of complete compliance with current standards, the date of original construction is used in this analysis. Libraries built in multiple phases are listed under the date of the earliest phase; stand-alone additions are listed separately.

1910s

[redacted]	Brigham City; Ephraim; Garland; Manti; Mount Pleasant; Richfield; Richmond; Salt Lake City Chapman
1920s	Beaver; Sanpete County; Salt Lake City Sprague; Smithfield
1930s	Carbon County; Lewiston; Milford; Monroe; Salina; Santaquin; Tremonton; Wasatch
1940s	Gunnison; Salt Lake County East Millcreek; Wayne County
1950s	Cedar City; Price; Salt Lake County Calvin S. Smith; Uintah County
1960s	Box Elder County; Cache County / Providence-River Heights; Davis County Main, South; Fillmore; Grand County; Helper; Lehi; Nephi; Parowan; Payson; Salt Lake City Main; Salt Lake County Kearns, Ruth V. Tyler, West Valley; San Juan County Blanding, Monticello; Spanish Fork; Springville; Weber County Main
1970s	Davis County North; Minersville; Orem; Panguitch City/Garfield County; Salt Lake County Holladay, South Jordan, Whitmore; Tooele County (Stansbury Park); Utah County; Weber County Southwest

1980s

[redacted]	Davis County Central; Duchesne County; Emery County Castle Dale, Emery, Ferron, Green River, Orangeville; Hyrum; Iron County; Kamas; Kaysville; Logan; Orem Addition; Pleasant Grove; Salt Lake City Anderson/Foothill and Sweet/Avenues; Salt Lake County Magna, Park, South Salt Lake, West Jordan; Tooele County; Washington County Hurricane, St. George, Springdale; Weber County North
1990s	American Fork; Emery County Cleveland, Elmo, Huntington; Kanab; Morgan; Murray; Park City; Salt Lake City Day-Riverside; Salt Lake County Bingham Creek, Draper, Hunter, Riverton, Sandy; Washington County Enterprise; Weber County Law, Ogden Valley

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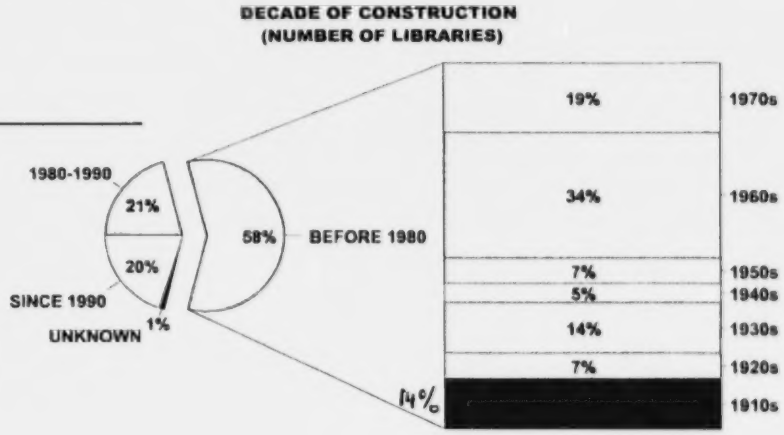
2000s	Delta; Lehi Addition; North Logan; Provo; Salt Lake City Main; Summit County; Tooele City



AGE OF FACILITIES

Utah's public libraries are aging, as the chart on the previous page demonstrates. Only 20% of the total number have been constructed since 1990. Fifty-eight (58) percent were constructed before 1980. Of those, 35% date from the 1910s through the 1930s, 12% from the 1940s and 1950s, 34% from the 1960s, and 19% from the 1970s.

Many of Utah's oldest libraries are also its smallest. The oldest buildings – those constructed from 1910 through the 1940s, including the nine remaining Carnegie libraries still in use as libraries – make up 9.8% of the total public library area in the state. By area, 47.6% of the total library area in square feet was constructed prior to 1980. The newest libraries – those constructed since 1990 – constitute slightly less than one quarter of the total library area.

The distribution of library area by age, shown in the chart at right, reflects two major periods of library construction. The first occurred when Andrew Carnegie donated funds in the early twentieth century, enabling twenty-two or twenty-three Utah communities to build libraries. The second occurred when the federal Library Services and Construction Act (LSCA) made federal matching funds for library construction available to local communities from 1965 to 1974 and from 1983 to 1997. LSCA Title II monies funded 56 Utah library construction and renovation projects, ranging from minor remodeling to the construction of 21 new library facilities, construction of 2 major expansions, and the purchase of an existing facility for conversion to library use. The remaining 19 LSCA-funded projects involved technology upgrades.

As the chart on page 31 illustrates, most of Utah's oldest library buildings are concentrated in rural counties. Counties in the growth regions show a mixed pattern, with some of the newest and some of the oldest facilities. The 4 Wasatch Front counties fall in the middle range, with average ages ranging generally from nearly 20 to nearly 40 years.

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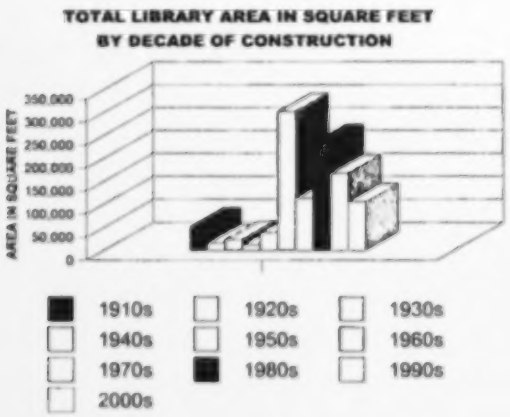
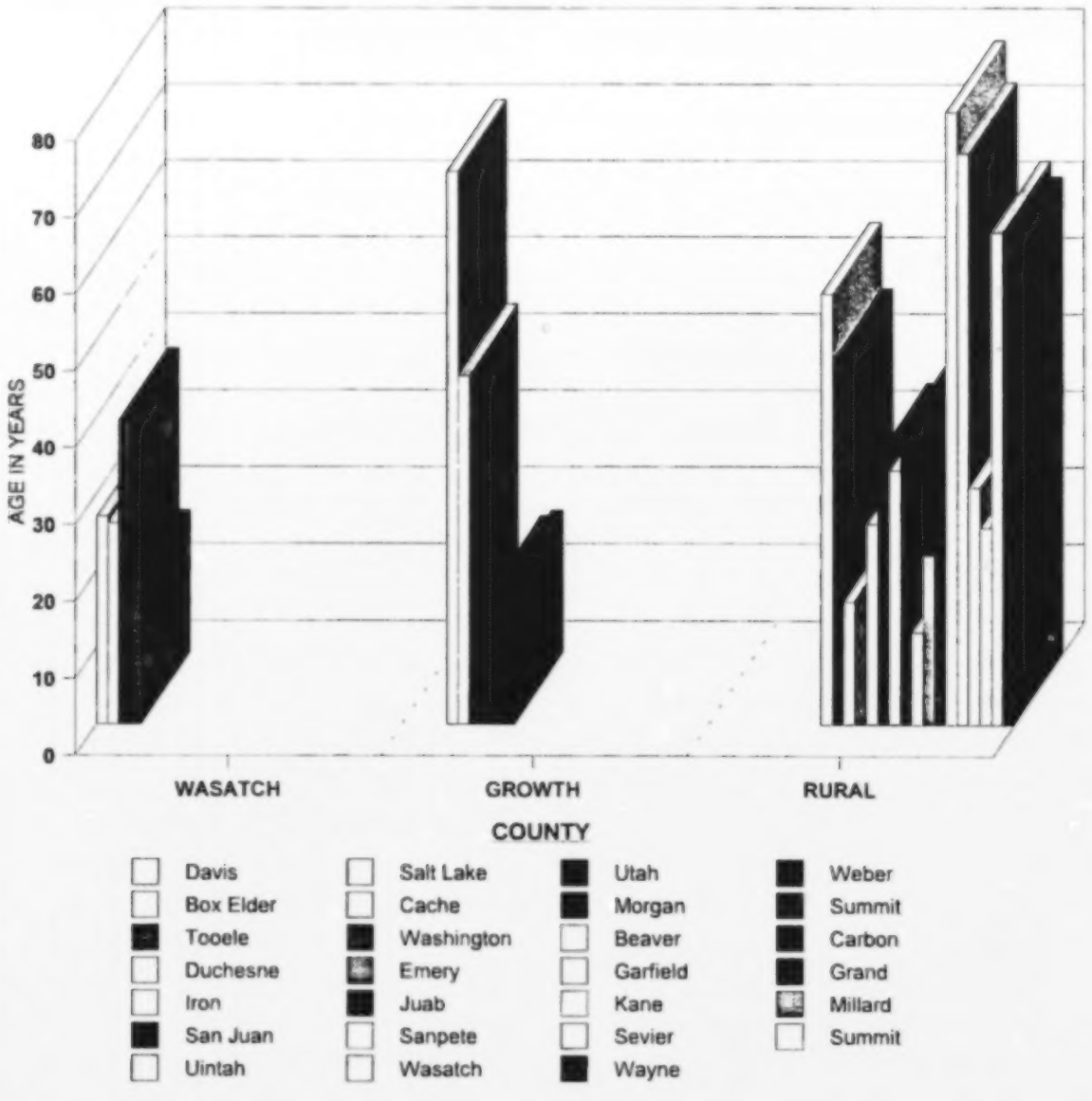
NEW LIBRARIES AND MAJOR EXPANSIONS CONSTRUCTED WITH LSCA TITLE II FUNDS	
American Fork (1968); Davis County North and South; Grand County; Granger; Orem; Salt Lake County Holladay and Ruth V. Tyler; Weber County Main and Southwest	1965-1974
Davis County Central; Duchesne County; Kanab; Morgan County; Panguitch City/ Garfield County; Provo (1986); Salt Lake City Avenues, Foothill, and Rose Park; Salt Lake County Park and West Jordan; Tooele Expansion; Uintah County Addition	1983-1997



AVERAGE AGE OF PUBLIC LIBRARY BUILDINGS
BY COUNTY AND GROWTH REGION



As a result of their increasing age, many of Utah's public library buildings manifest a range of serious problems:

- Facilities in seismically critical areas were not designed to meet today's codes, and the oldest among them may have no seismic reinforcement whatever. Many have unbraced chimneys and equipment, and most have shelving that is not braced or anchored.

- Older libraries were designed to serve smaller populations and therefore to maintain smaller collections than are common today. That means that many were probably not designed to support the weight imposed by current library loads. Some buildings now used as library space were not designed as libraries, and therefore probably lack adequate structure to support library collections. Others may have been designed and structured to hold library shelving and collections in some areas, but not in all of the spaces where stacks are now placed.

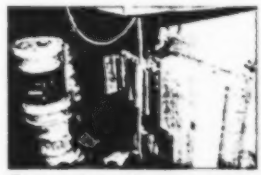
- Designed prior to the development of ADA standards, many are not fully accessible, some are only nominally accessible, and a significant number have major collection areas that are not accessible at all.

- Facilities built prior to the 1980s are likely to contain asbestos in air plenums, mechanical areas, sheet rock joint compound, floor tile, ceiling tile, and spray-on ceilings. Older facilities may also have other environmental hazards such as lead paint and PCBs. Many libraries show visible evidence of long-term leaks, and some have musty odors, which could signal the presence of hidden and potentially toxic, mold growth.

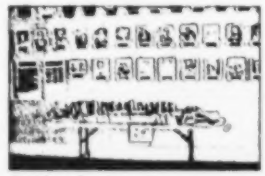
  Some libraries have identified the presence of environmental hazards, while others suspect them but have not documented them. Known hazards, such as the presence of asbestos in ceiling plenums, have limited some libraries' options in updating wiring, lighting, electrical and

Storage risks

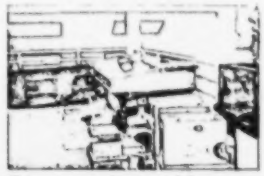
Obstructed electrical panels



Storage in equipment rooms

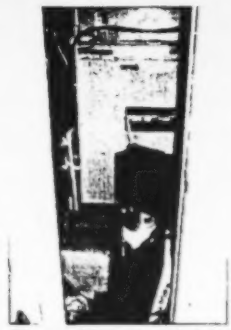


Book sales in exit-ways



Spaces not designed for library loads

Outdated fixtures and poor lighting



Flammable materials in Furnace Room

Site hazards

Asbestos and other environmental hazards

Deferred maintenance

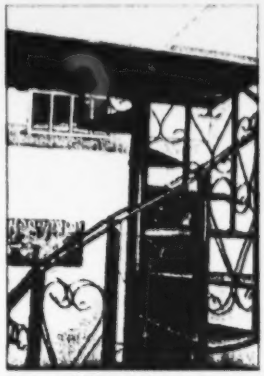
mechanical systems, and space configurations, and affected their ability to perform ongoing maintenance tasks. Perhaps a greater risk lies in the presence of undocumented hazards, particularly in rural areas where libraries are typically maintained and renovated with the labor of community volunteers – without benefit of hazardous materials studies or remediation plans.

- Few older public libraries have electrical capacity adequate to meet the full demand for 21st century electronic resources. Some have capacity, but do not have adequate power in the locations where it is needed for public access computer workstations and staff equipment.

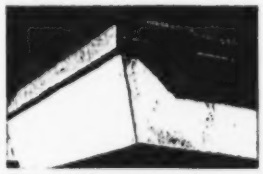
- Older libraries display a host of life safety problems. In many smaller libraries, life safety protection currently consists of nothing more than one or two small fire extinguishers. Few were designed with sprinkling systems, and many lack detectors, alarms, lights, and horns. Exits may be inadequate in number, width, or distance of separation for current usage. Panels are not located appropriately for emergency access and may be blocked. Narrow aisles and materials stored or displayed in exit-ways would impede egress in an emergency.

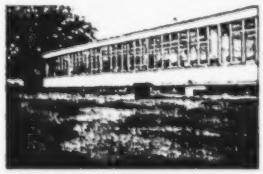
- Few older public library buildings meet current energy efficiency and performance standards. Many still have original, uninsulated single-pane glazing, for example. Many rely on residential-type swamp coolers or window air conditioners for cooling. While most do not have direct access to operating cost information, since costs are typically paid by the city or county and often not itemized, it seems likely that many of Utah's older public libraries have high ongoing operational costs as a result.

- In most older libraries, the equipment is as old as the building. Staff report difficulty obtaining parts for outdated mechanical systems, lamps for discontinued light fixtures, and supplies or replacements for other aging equipment items.

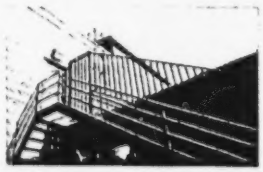

Accessibility problems

Leaks


Exterior damage

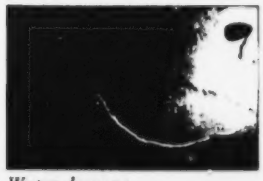

Poor energy performance

No seismic bracing


Exiting

Unbraced shelving

Settlement and leaks


Water damage

ADA / accessibility

Many of these libraries must pay a double premium: increased purchase cost for rare supplies, and the indirect cost of staff time spent locating parts, supplies, or compatible substitutes.

- Budget limitations have forced many libraries to defer needed maintenance and repair. Signs of leaks and water damage, worn paint, cracked concrete, rusted handrails, chipped stone, mortar that needs re-pointing, and damaged pavement are common. In some cases, once minor problems have, through neglect, grown into serious hazards.

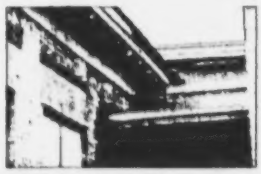
- Worn materials and deferred maintenance create potential hazards for patrons. These risk management problems include uneven surfaces, cracked walkways, torn carpet, cords run across floors, plain glass where tempered or safety glass would be required by current codes, and damaged stairways.

HAZARDS RESULTING FROM SPACE NEEDS AND USAGE

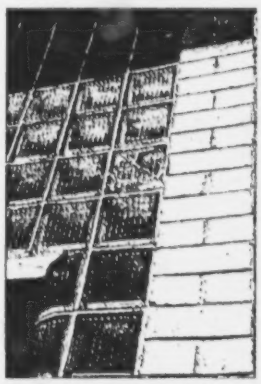
Increasing age and lack of space contribute to other hazards that develop when a facility is used in ways for which it was not designed.

- Few of Utah's older public library buildings were designed with dedicated electrical or phone/data areas. Electrical panels have been installed in workrooms, offices, closets, and hallways, where they are often obstructed by furnishings and storage.

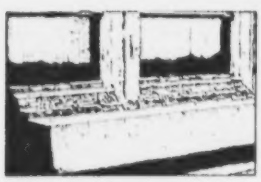
- Many libraries lack designated storage space. Some were designed without it, some have converted former storage areas to public use, and some find their original storage area inadequate to today's needs. As a result, most use furnace rooms, stairwells, mechanical and electrical spaces, and corridors for storage. It is not uncommon to find these areas stacked to



Deferred maintenance

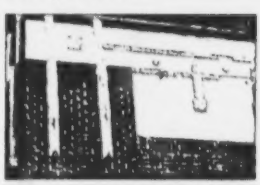


Security and vandalism



Worn paint

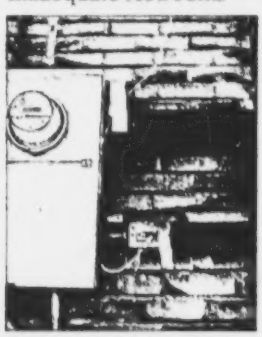
Fire protection



Exterior deterioration

Lack of electrical capacity

Inadequate restrooms



Exterior power and lighting

Settlement and cracking

Tripping hazards

HAZARDS CREATED BY CRAMPED CONDITIONS

the ceilings with highly combustible materials, including old newspaper collections, paper and craft supplies, and –in one case–gas cans and propane tanks. Many librarians were not aware that this was a code violation; others admitted that they knew they shouldn't do it, but they had nowhere else to put the materials. It seems probable that even the designated storage spaces in many older libraries were not built with fire resistive construction.

- Most older libraries also lack space to distribute informational materials, display community information, conduct used book sales, or store donated materials and items pending sale or disposition. These materials, as a result, are often stored or displayed inappropriately in exit-ways.

- Outside of the major metropolitan areas, few libraries post the code-mandated occupancy limits for public spaces and assembly rooms. In most of these areas, demand for programs such as story-hour has grown exponentially since older libraries were built. At peak times, many of these spaces could exceed rated occupancy, and it seems unlikely that many librarians surrounded by several dozen eager children would have the time to count occupants – or be eager to turn away patrons.

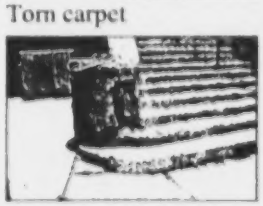
- Meeting rooms created in older buildings may not provide adequate exit width, number of exits, or separation between exits. This is particularly critical since many of the most heavily attended library events, such as story hours, involve large groups of young children, who might be expected to panic in an emergency under the best of conditions. It is even more critical because many of these meeting rooms are located in unsprinkled basement areas adjacent to furnace rooms.

Roofing problems

Faulty wiring

Old coal furnaces and coal dust in occupied

Torn carpet



Deterioration at stairs

Materials in exit-ways

Water damage

Steep stairs

Counter accessibility

Leaks, inadequate power

Visibility and security

INADEQUATE PATRON SPACE

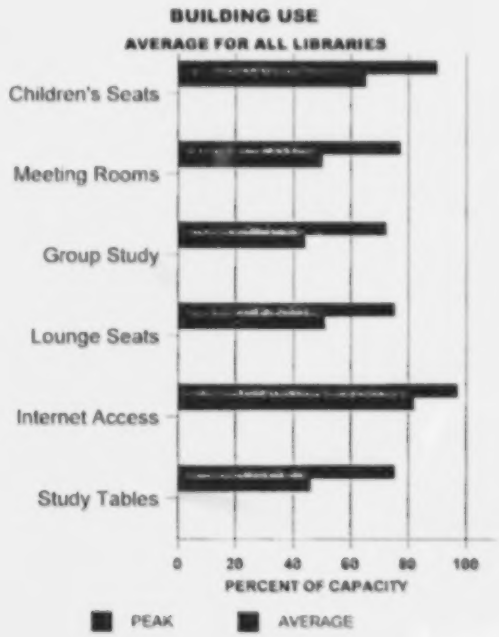
Many of Utah's public libraries do not have facilities adequate to meet patron needs. Nationally, planners have noted that patron space needs tend to be most acute in small facilities with older buildings "in which the actual growth rate of their collections was usually vastly underestimated during the planning stage" and which were planned and designed without anticipating the explosion in non-print materials and computer use.[22]

PEAK USAGE

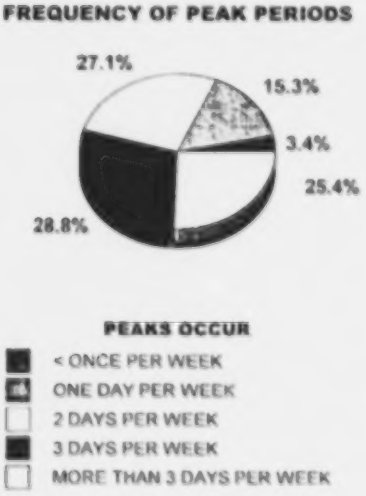
Utah's public libraries are heavily used, as these photographs and charts demonstrate. At peak times, patrons may have to wait for popular services, such as Internet access, children's areas, study areas, group study rooms, and meeting rooms. To meet this demand, many librarians schedule multiple sessions of popular programs like children's story times because the demand for these programs exceeds the capacity of the spaces available to host them.

Peak periods are frequent. Several libraries report that they operate at peak levels essentially every day. Many experience peak loads in the afternoon and evening after schools let out, three to five days each week. Others report peak loads on Saturdays. More than half (54%) have peak loads at least 3 days per week. Only 2 of the 59 libraries that provided data on the frequency of peak periods have peak loads less than weekly.

In many cases, activities such as children's story hours must be scheduled in open library areas or



Eighty-one libraries provided data on peak usage.



multiple-use spaces, which means that when programs are in session other patrons are unable to use the spaces or access resources housed there.

COMPUTER TECHNOLOGY

At virtually every library in the state, computer workstations are filled from the time the doors open until the time the doors close. More than 80% of the libraries that provided usage data reported that their computer stations operated at 100% of capacity during peak periods. Only 5 of 81 libraries reported that their computer stations were less than 80% full at peak, and only 16 reported them less than 80% full during average times. Many libraries maintain waiting lists for patrons who want computer access, and most post a time limit (typically 20-30 minutes) for computer use when other patrons are waiting.

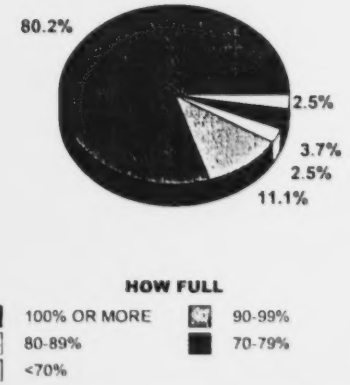
In rural tourist areas, where the library is typically the only place in town with Internet access for travelers, patrons face competition from visitors eager to check their email. The Grand County Library, for example, counted more than 200 visitor requests for Internet usage in one summer week. Unable to accommodate the needs of local residents, that library now reluctantly limits access to card-carrying patrons.

CHILDREN'S AREAS

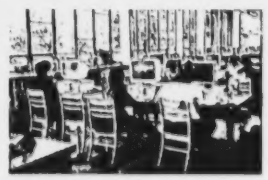
Children's areas are the second most heavily used spaces, after computer spaces. Like computer areas, the spaces used for story-hour and children's activity programs are full and overflowing. On average, the 81 responding libraries use 90% of their capacity at peak periods, 65% during non-program times.

Many libraries have no dedicated children's facilities. They use meeting rooms, stack areas, or, in the summer, adjacent outdoor spaces for children's programming. Some report that they can no longer offer story hours or other popular

COMPUTER USE AT PEAK PERIODS



Eighty-one libraries provided data on computer use.



children's programs because they have no space for them.

Generally libraries that do not provide separation between children's areas and adult study and reading space report patron complaints about noise and distraction from children's programming.

Spaces for providing children's services are critically undersized in many Utah public libraries. Nationwide, "the typical children's area of only a decade ago now is too small." Gerard McCabe notes that "the optimum for a children's area is a self-contained space exclusively for service to children... This may be a room or a space delineated by shelving, a seating area, or some division set off by an arrangement of furniture and equipment. . . .It is not that children are noisy, but their needs differ greatly from those of teenagers and young adults."[23]

Young adult space is also at a premium in many Utah libraries. Creating a separate young adult area, with a distinctive identity, is important if libraries want to retain patrons entering adolescence. Teens and pre-teens do not want to be associated with the children's area and have needs distinct from the general adult population.

GROUP STUDY AND MEETING SPACE

Meeting space is critical to support library programming and enable libraries to fulfill their missions as centers of learning for the community. A significant number of the state's public libraries, however, currently have no dedicated meeting space, group study areas, or classroom-type space. Of the 81 libraries that provided usage data, one third have no meeting rooms and 36 percent have no group study rooms. Some have access to other community meeting space in a shared facility, but do not have priority for using them, cannot schedule them, or cannot use them in the evening when adjacent offices are not open. Libraries that have dedicated meeting space typically report that it is heavily used: calendars are filled months in advance.

INADEQUATE PATRON SPACE

In many libraries, meeting space is multipurpose space: it is not uncommon for the library meeting room to house special collections, provide space for group study, house literacy programs, and – in one case – double as the library director's office. Librarians explain that group study and program areas need to be separated from general library reading and study space to ensure that group discussion and activities will not disrupt other patrons.

Libraries that have dedicated meeting space available tend to offer more adult programming than those that have no meeting rooms. Library-sponsored adult programs include book groups, lectures, discussion groups, special exhibits, and classes and workshops. Meeting spaces also provide a home for literacy and tutoring programs and skills workshops sponsored by some libraries and hosted by others. Many librarians reported that they would initiate or expand these popular programs if they had appropriate group and classroom areas to accommodate activities of this type.

In addition, library meeting space accommodates a broad range of programs and activities sponsored by other community groups. In some cases, residents may reserve these spaces for private events such as reunions and weddings. The roster of those signed up to use library meeting rooms includes a broad range of groups: community planning boards, neighborhood councils, public meetings, scout groups, service organizations, senior's groups, literacy programs, tutoring services, arts programs, health screenings, library boards, water users, recreational organizations, self-help groups, tax assistance programs, and educational programs. These programs benefit many community residents, increase public awareness of library resources, and support the public library missions of supporting sustained learning and serving as a community focal point.

In many rural communities, the library meeting room may be the only non-sectarian meeting space

READING AND STUDY AREAS

Crowding is also a common problem in other patron areas. Many libraries report a deficit of study tables or reading areas. Pinched for shelving space, libraries have narrowed the aisles between study tables and reduced stack spacing. Patrons, particularly in remote areas, also look to libraries for a variety of support services, such as copy centers and general use computer work stations. Space for these functions is carved out of public reading areas, further limiting the seats available to patrons. Functions like book sales and community information displays typically occur in lobbies and vestibules (in violation of building codes) because no other space is available for them.

While Utah's librarians devote much of their attention and resources to making patron areas pleasant and usable, the effects of limited budgets are also visible in old, shabby, and mismatched furnishings, worn carpeting, peeling paint, and battered cabinets and counters in many libraries.

CIRCULATION AND REFERENCE

Crowding may occur at circulation and reference desks as patrons queue to check materials in and out, obtain reserve materials, and ask reference questions. In a number of libraries, queues now extend into lobbies and circulation areas because the circulation desk space was not designed for current traffic loads. At peak periods, such as times when a programmed event has just concluded, large groups may gather to check out library materials.

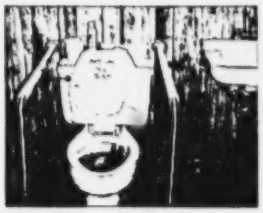
Libraries that conduct school tours may also experience crowding as one or more busloads of children arrive for a tour. Most libraries have no space to stage or organize tours, or to hold groups waiting for story hour or other activities. This can create noise and disruption in general library areas.

PATRON ACCESS AND SUPPORT SERVICES

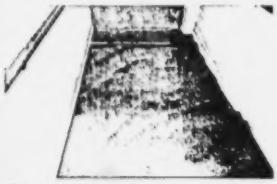
Patron support services – restrooms, public phones, drinking fountains, vestibules and waiting areas, book drops, service counters, catalog access, and the like – also vary widely in quality. In many older libraries, they are grossly inadequate.

Most of Utah's public libraries have completed renovations in an attempt to provide accessibility for patrons, but many fall short of full ADA compliance.[24] Most extant Carnegie libraries are two-story facilities with steep main stairs providing the primary access to the main library area. Some of these facilities have been able to add elevators, but others have no choice but to offer curb-side or basement service to patrons who cannot navigate the stairs. To house growing collections over the years, some libraries have narrowed the spacing between stacks. As a result, some libraries now have aisles too narrow to accommodate wheelchairs. Some have new accessible restrooms, but collection areas that cannot be reached by the disabled; others have provided access to collections, but have no accessible restrooms. Most have provided handicapped parking stalls and modified circulation desks to provide a counter section at a height low enough to serve children and wheelchair patrons, but implementation of accessibility provisions may not extend to other work counters, catalog stations, drinking fountains, and work surfaces.

Many libraries that have worked diligently to comply with the spirit of the ADA violate the letter of ADA requirements in numerous smaller ways including ramp slopes, outlet mounting heights, protrusions into corridor and aisle areas, signage, under-table clearances, exposed pipes, door operation and hardware, handrails, grab bars, and reach distances. Few smaller libraries have any alarm system at all, let alone a combination of visible and audible alarms to alert the hearing- and vision-impaired. Older floor surfaces and deteriorating pavement present tripping hazards and may impede wheelchair travel.



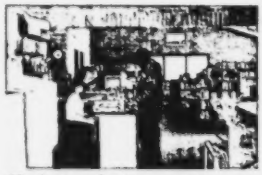
"Don't use this toilet"



Carpet Hazards

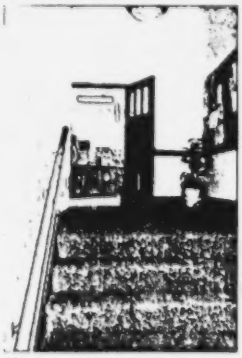
Treads of main interior stairs

Steep main stairs

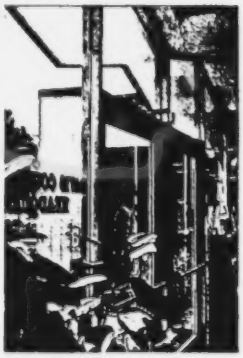


High circulation counters

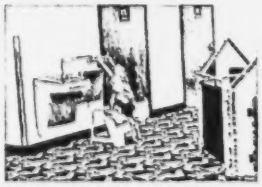
Access via stairs



Stairs to main entry



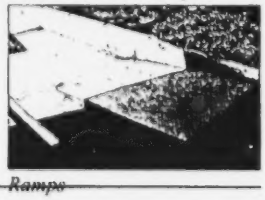
No vestibule



Lack of drinking fountains

Hazardous book drops

Accessible parking



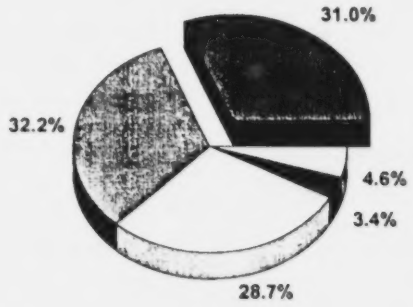
Ramps

INADEQUATE COLLECTION STORAGE

COLLECTION SHELVING AT CAPACITY

The vast majority of library shelving in Utah's public libraries is nearing capacity, despite active weeding programs to discard materials that are no longer useful or in high demand. Typically library shelves are considered full when they reach 60% of capacity (that is, with books filling all shelves except the top and bottom rows in a 7-shelf unit). Upper and lower shelves, while they may be used to accommodate growth, are difficult for staff and patrons to reach. Thirty-one percent of the 90 libraries that provided shelving data are operating at capacity now; an additional 31% have reached 90% of capacity. There are no libraries with shelves under 60% of capacity, and only 4 of 90 between 60% and 70% of capacity.

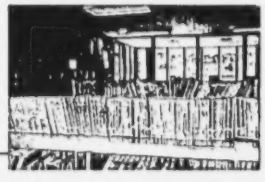
SHELF CAPACITY



90 libraries provided data on shelving capacity

SHELVING FOR NEW TYPES OF MATERIAL

To make space for new types of material, many libraries have narrowed aisle spacing in stack areas, filled upper and lower shelves, and converted former office, conference, meeting, and storage spaces to stack areas. Older libraries had no space designed for the volume of media materials (audio, video, CD-ROM, books-on-tape) today's libraries need, or the special shelving best suited to storing and displaying them. Throughout the state, libraries are adding new collection types, such as Spanish-language materials, to serve the changing needs of Utah's communities. Space for these new items can be found, in most cases, only by weeding or squeezing existing materials.



CONDITION OF SHELVES

Few libraries have shelves that have been braced or anchored to address seismic hazards. In many cases, the existing shelving can not be adequately braced or converted, so correcting these seismic hazards would require replacing existing shelving. Some older libraries have shelving that is of such poor

quality or in such hazardous condition that it should be replaced whether or not it requires seismic anchoring. Others have been forced to use shelving inappropriate for the materials it houses: high shelves in children's and young adult areas, for example, or standard shelving for video collections.

IMPACT OF TECHNOLOGY

A half century ago, Utah library planners had already been asked the question. "Are books obsolete?"[25] For the community public library, the answer is still "no" today. Most of Utah's public libraries have large collections of popular reading material that patrons use and want in print format. Reference shelving is probably the only area where growth in technology may decrease public library shelving requirements by replacing print materials with electronic copies. Planners caution, however, that "traditional needs will not have disappeared, and print collections will be essential for some time," if only because "not all reference works will be available in nonprint formats."[26] In addition, most public library budgets will not allow replacement of print resources with CD-ROM collections, scanned materials, or online database access, and many older references may not be available in electronic format.

SPECIAL COLLECTIONS

Many of Utah's public libraries serve as repositories for extensive collections of material related to community or regional history, and almost all maintain at least a small collection of materials such as local newspapers and high-school yearbooks. Some have collections of local artwork, three-dimensional models, doll collections, artifacts, photographs, manuscripts, and other materials of importance to the community. Much of the storage for these special collections is inadequate in both size and quality.

Experts point out that where these collections are "substantial and of considerable value, then special requirements for their care and preservation are essential." Depending on the extent and value of the collection, these may include special storage, lighting, environmental control, security control, and staffing.[27] A few regional history centers, like the one at the Uintah County Library, provide excellent care, reliable security, and thorough archiving, but are housed in space far too cramped for the collections, staff, and patrons.

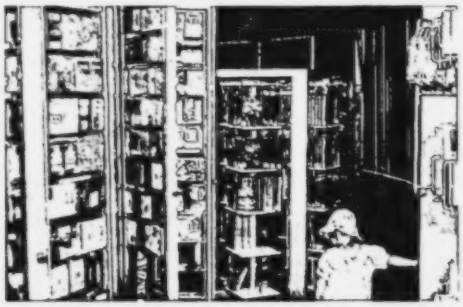
The best-equipped of Utah's public libraries, however, typically have little more than a few display cases to protect valuable materials. The worst-equipped house irreplaceable archival materials in storerooms, furnace rooms, and custodial areas or on open shelves in areas with no visual supervision.

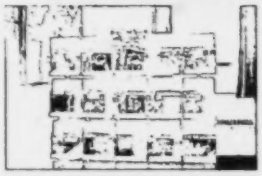
COLLECTION ACCESS AND SECURITY

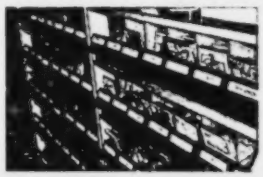
Because special collections contain one-of-a-kind items and are often located in remote areas that cannot be seen from staff workstations, patron access may be limited to the rare times when the library has enough staff to assign someone to monitor the reference area.

Utah's larger libraries typically have security gates, and some have alarmed exits, video cameras and monitors, and other security devices to safeguard collection materials, patrons, and staff. Smaller libraries must usually rely only on staff monitoring to provide security – which often poses a challenge when the library is operated by a single over-worked librarian who cannot see many of the collection areas. Many libraries have installed mirrors to compensate for "blind spots" out of the librarian's view, but this is a poor substitute for clear lines of sight, magnetic security systems, and video monitoring.

Most libraries also maintain some shelving for reserve materials and restricted materials (such as anatomy texts or valuable editions) that may be kept behind the desk to limit access. Like other shelving, this is typically filled to capacity.







DISPLAY CASES AND SPECIAL SHELVING

Public libraries need display cases and shelving for a variety of purposes. Displays may highlight new books and other materials. Some libraries, like the Lewiston Public Library, have special shelving to house books coordinated with local school reading programs. Others may showcase books being read by local book clubs and discussion groups. Some display the work of local artists or students.

Most libraries are also a source of community information and educational materials available for the public to pick up. Common items include bus schedules, local maps and tourist information, posters and fliers for local activities, materials for scouting programs, tax forms and instructions, and information about library programs, book lists tailored to different ages and interests, and reference tips. Too often, these materials are placed on tables or in open bins in corridors, vestibules, and exit-ways, creating a fire hazard.

To raise funds, most libraries hold book sales, using donated books and books that have been "weeded" from the collection. Storage and display space for these materials is chronically short.

Many libraries also need display facilities, with appropriate security, lighting, and environmental control, for local history materials, art work, and exhibits of student work.

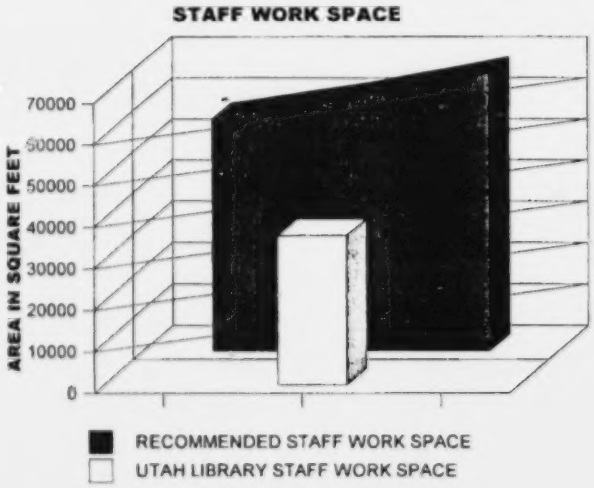
The growing popularity of video and audio materials presents new storage challenges for librarians. Traditional shelving is not an effective way to store these materials, and most older

DETERMINING STAFF SPACE NEEDS

The workspace needs of public librarians come at the end of this catalog of inadequacies because that is where the librarians themselves would place them, not because staff space needs are the least significant of the problems facing Utah's library buildings. Pressed to find space for patrons, computers, and collection materials, many of Utah's public librarians have sacrificed space originally designed to provide staff work area. More than one apologized before suggesting that a 40-square-foot former closet or a chair at a crowded circulation desk did not really provide an adequate work space for a library director. Facing building problems that range from worn carpet to leaking roofs, Utah's librarians tend to allocate their limited budgets to address critical code deficiencies and patron comfort before staff needs. As a result, many make do with work areas that are simply too small to accommodate the tasks that must be accomplished in them.

Widely used planning standards for public libraries, developed in Wisconsin, suggest that libraries should allocate a minimum of 125 to 150 square feet per staff workstation.[28] For the 448 FTE staff in the 74 Utah public libraries that provided space breakdowns showing staff work area, that standard would generate a total of 56,000 to 67,000 square feet of work space. The actual work space in these Utah libraries, however, is slightly less than 36,000 square feet. Staff space allocations based on typical office use are not adequate for public librarians, whose work area must accommodate books being processed and provide space for book trucks. Where one individual must perform multiple library tasks in a work space, spaces should be sized to accommodate the resources and work areas required for each task.[29]

DIRECTOR'S OFFICES



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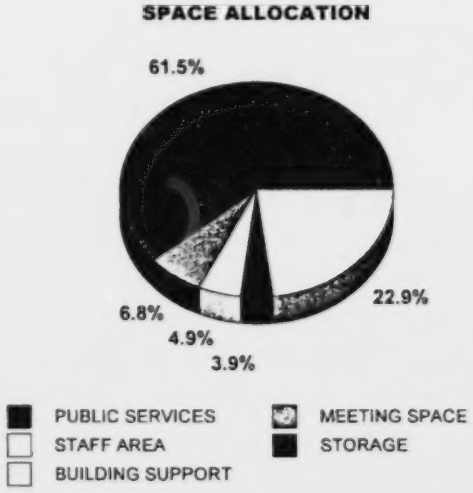
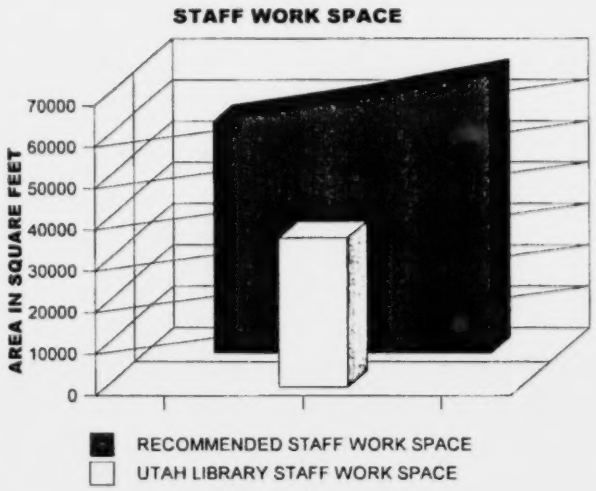


DETERMINING STAFF SPACE NEEDS

The workspace needs of public librarians come at the end of this catalog of inadequacies because that is where the librarians themselves would place them, not because staff space needs are the least significant of the problems facing Utah's library buildings. Pressed to find space for patrons, computers, and collection materials, many of Utah's public librarians have sacrificed space originally designed to provide staff work area. More than one apologized before suggesting that a 40-square-foot former closet or a chair at a crowded circulation desk did not really provide an adequate work space for a library director. Facing building problems that range from worn carpet to leaking roofs, Utah's librarians tend to allocate their limited budgets to address critical code deficiencies and patron comfort before staff needs. As a result, many make do with work areas that are simply too small to accommodate the tasks that must be accomplished in them.



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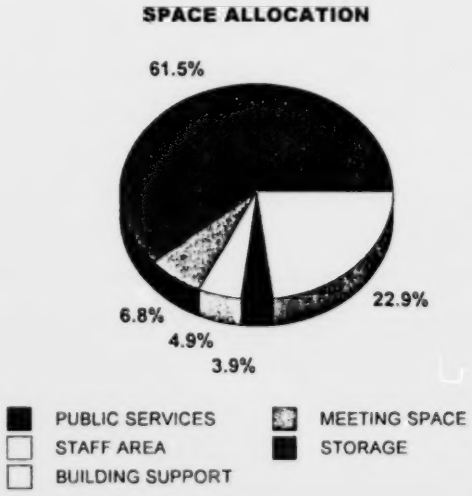
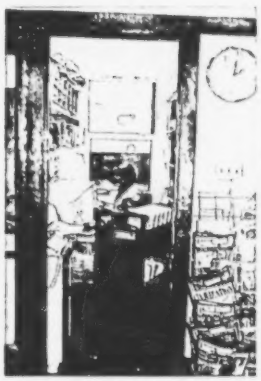


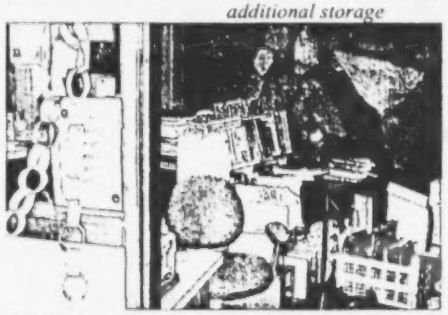
DIRECTOR'S OFFICES

Of the 74 libraries that provided workspace data, 43 (58%) have no enclosed office space for administrative staff, and 21 (28%) have no staff work space at all except the circulation desk. Library directors – and, in larger libraries, key administrative staff – need enclosed offices with adequate privacy and sound control to conduct sensitive transactions like staff reviews, plan budgets, and meet with patrons, board members, donors, and vendors. Children's librarians – whose work requires supplies of paper and materials for crafts projects, as well as displays, props, puppets, and other resources, need project work space with ample storage constructed to meet life safety code requirements – not the corners of furnace and equipment rooms and stairwells that most currently feel lucky to have.

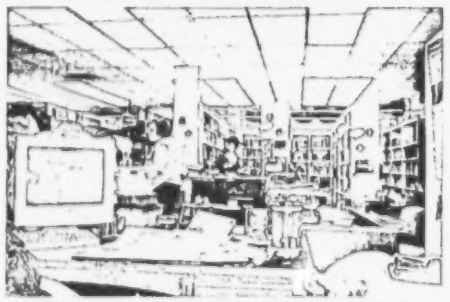


Closets converted to offices

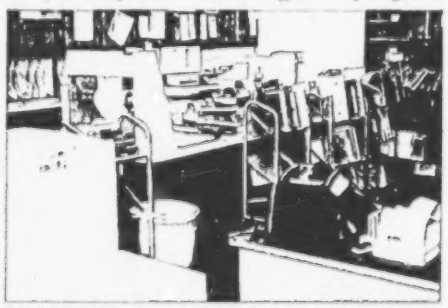
Children's librarians need additional storage



Director's office used for overflow storage



No private space: director's "office" in foreground



Inadequate space for processing and equipment

OPEN WORKSTATIONS AND WORKROOMS

Circulation desks, reference desks, and shared work areas tend to occupy the minimum possible footprint in most Utah public libraries. Total staff area – including offices, workrooms, open work stations, and staff support functions – constitutes less than 5% of total library space in the 74 libraries that provided breakdowns. Few Utah libraries have adequate area for book-drops, book carts, cash registers, and the number of staff who share them at peak periods. In smaller libraries, where a lone librarian must often accomplish all library tasks while staffing the main circulation/ checkout/ reference desk, the desk must be large enough to accommodate work on multiple tasks, with convenient access to all necessary equipment and materials. It is also critical for these work areas to be efficiently designed for the types of activities, traffic flow, and access to materials that must occur within them.

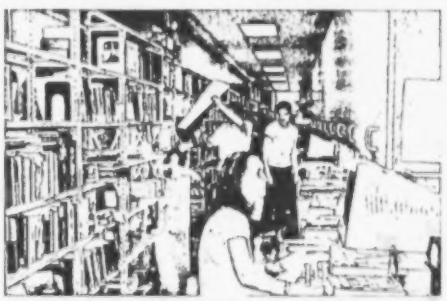
Work areas need space and power to accommodate computers for staff use. They must also house central library hubs and network equipment. They

should provide adequate storage for parts, supplies, manuals, computer boxes, and replacement parts, as well as adequate clean area to allow staff to configure and repair systems. Work areas also need to accommodate a range of equipment including copiers, fax machines, laminating equipment, binders, paper cutters, and roll paper holders. Libraries that provide administrative support for mobile service need additional area for packing and loading boxes of books for the bookmobile.

Cramped work spaces without storage

STAFF BREAK AND SUPPORT SPACE

Staff also require adequate support and storage areas, including lockers or personal storage, a break/lunchroom area, convenient restroom access, and storage for supplies, work in process, and equipment. Most older Utah libraries have none of these things, or provide only the most minimal accommodation for them. In one library, for example, the staff break room is located in an unheated former coal storage area still filled with the residue of years of coal dust. In another, the staff work and storage area occupies an uninsulated lean-to addition that has settled so badly that there are inch-wide gaps in the exterior wall. In a third, staff must survive without restroom facilities or running water and deal with racoons running through the ceiling.



Aisles and circulation space too small for staff movement

STORAGE

Storage occupies a scant 3.9% of the total space in Utah libraries, and much of the space dedicated to storage was not designed for that purpose. As a result, supplies, materials, work in process, and donated books accumulate in workrooms, corridors, stairwells, vestibules, furnace rooms, and other inappropriate places. Lack of storage creates fire hazards, makes movement difficult in work areas, and renders small work spaces virtually unusable.

Space needed for processing

Materials stored under desks

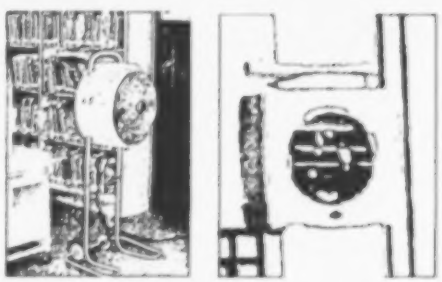
Materials pile up beside and beneath desks; storage areas may be filled from floor to ceiling.

Utah's libraries need holding areas for donated materials awaiting review and processing. They must have storage for books awaiting repair and cleaning. Many keep bulky seasonal decorations and display materials. Most have a large amount of craft materials for children's projects. They must find space for materials for activities sponsored by Friends of the Library, literacy projects, and other volunteer groups. They stockpile items that can be used as prizes for summer reading programs. They must keep library and board records. Many need materials for preparing newsletters, posters, displays, and brochures. They store mailing boxes and supplies, as well as computer boxes for equipment still under warranty. Public libraries also require general building storage spaces to house furniture awaiting repair, replacement parts, custodial supplies, maintenance equipment, and tools.

Some libraries were designed without adequate storage. Most older facilities were not designed to accommodate the volume and type of materials that must be stored in a 21st century library. And many facilities that once had sufficient storage space have sacrificed it to provide space for computer workstations, stacks, and other public functions.

No project work space for children's librarians to prepare materials for story hour and programs

Processing tasks in progress



Supplemental heating and cooling

ENVIRONMENTAL CONDITIONS

Staff in older libraries may also have to cope with inadequate heating and cooling, poor light, and other environmental problems. Many lack adequate power to operate computers, copiers, and other office equipment; others must string cables or extension cords from remote outlets to have power in their work spaces. The profusion of portable fans and space heaters in Utah's public libraries suggests the presence of widespread inadequacies in heating, cooling, and ventilation.

SECURITY

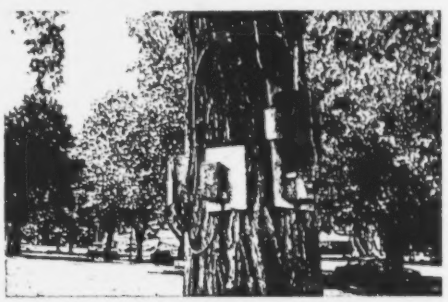
For today's library, security involves more than protecting the collections from theft and damage. Library directors worry about a broad range of health, safety, and security issues that pose risks to patrons and staff. Librarians must have the capacity to deal with disturbed and potentially violent patrons, monitor electronic privacy and security, and function in the event of a disaster. The 21st century library houses a range of valuable equipment that offers new temptations to thieves. As planner Jeannette Woodward notes, "security is an increasing concern among librarians. . . the personal safety of patrons and staff must be an important consideration . . ."[50] Librarians also recognize, as Teri Switzer points out, that "security concerns breed liability issues."[51]

Far too many of Utah's public library buildings are inviting problems, with poorly lit areas, lights that are difficult to replace, isolated staff, blind spots and impediments to visibility, and few if any security devices to control access, monitor activity, warn staff of potential problems, and allow staff to notify others in the event of an emergency.

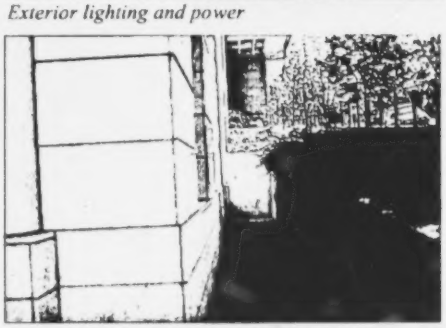
Poorly lit parking lots and walkways, staff parking remote from entries, and isolated locations with little traffic in early morning and late evening hours create risk for staff who must come early and leave late. Book drops are vulnerable to fire and other acts of vandalism, and those that provide unprotected access to library interiors may place not just the returned library materials, but the building and staff, at risk.

Building security is also a significant problem. In many of Utah's smaller and rural libraries, "security" consists of little more than an antiquated residential-grade lock – often mounted on a plate glass door. These libraries have been lucky so far: few have experienced problems more significant than graffiti and minor vandalism, such as damage

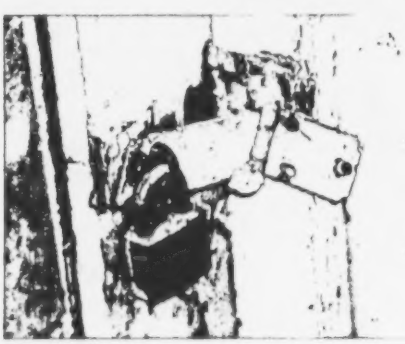
Mirrors to compensate for visibility problems



Exterior lighting and power



Isolated entries remote from staff parking

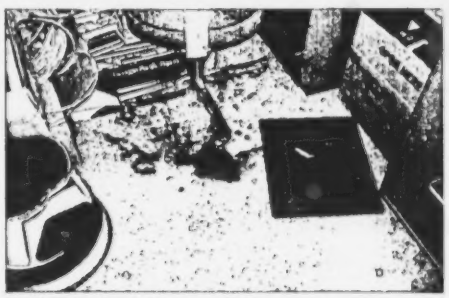


"Security"

to book drops, exterior light fixtures, and plantings. But relying on that luck to hold in the next century invites disaster.

Ideally a public library should be designed so that staff can see all areas of the library from their regular workstations. Twenty-first-century librarians need to be able to monitor computer use both to enforce library usage policies and to protect valuable equipment. Staff must also be aware of conditions that might pose a threat to patron safety. Because large numbers of children may be present in the library, it is critical that the library not contain "blind spots" that staff cannot monitor.

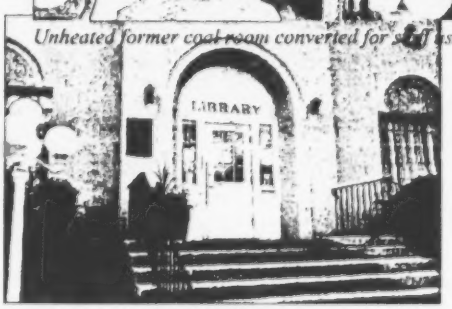
Unfortunately, visibility is poor in many of Utah's libraries, particularly in older two-story facilities and some buildings that have been constructed incrementally. Many have mounted convex mirrors to help correct vision problems, but mirrors are difficult for busy staff to monitor and provide at best a stop-gap solution. Some libraries make little use of basement areas because they do not have enough staff to monitor them; others found that they could not use these areas for computer workstations because staff had no way to supervise them.



Old, worn furnishings and damaged carpet

Budgets spent on public areas, not staff work, break, and storage rooms

Unheated former coal room converted for staff use



Security at entries and bookdrops

A HISTORY OF HARDSHIP

From the earliest days, Utah's public librarians have been expected to work under hardship conditions. During the Depression years many worked without pay and provided custodial and maintenance services in addition to their professional functions. Even in the 21st century, Utah's librarians continue to be willing to make extraordinary sacrifices to support their patrons and collections, often to the detriment of their own professional and personal needs. Those with the most urgent problems – who were contacted directly in this study – were reluctant to identify their own needs, choosing instead to focus on what would improve the library for patrons. Asking librarians to undertake a

BEST COPY AVAILABLE

LIBRARY STANDARDS

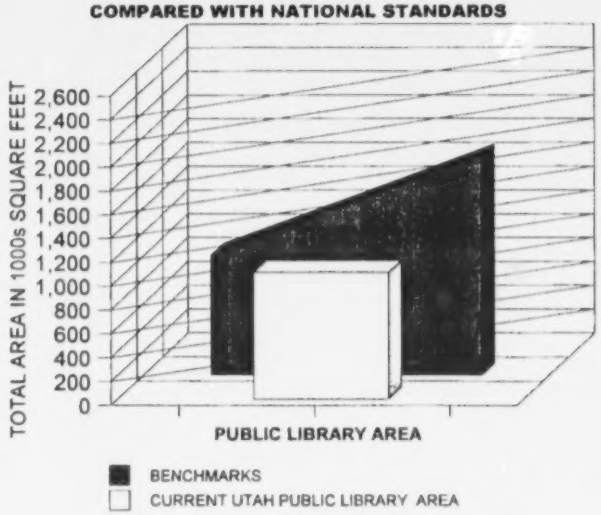
Existing library space standards, developed in the 1970s and 1980s, have not been updated to reflect the explosion in electronic and media services. Anders Dahlgren notes that "automation has changed library service patterns, and the old standards do not reflect the new applications." He explains that "as these existing standards have grown increasingly outdated, there has been a shift in the library community away from . . . the type of measure that has typified library building standards in the past" toward a planning process that takes into account the individual service missions and needs of each library.[32]

The greatest drawback to the old standards, as Gerard McCabe points out, was the fact that "too strict an adherence to space formulas [resulted] in a cramped building and hampered flexibility."[33] Raymond Holt summarizes, "Based on averages and limited understanding of the scope of contemporary library operations, these formulas do not consider most of the local factors which have a heavy impact upon. . . public libraries." He concludes that "because they fail to recognize the individual differences among libraries and the community of users that each serves, these equations have contributed a good deal to the space shortages in many libraries today."[34]

For the purposes of this study, however, existing standards are a tool that can help to place Utah's public library needs in a broader context.

To determine which standards would be used to extrapolate space needs in this study, the study team reviewed materials developed by the American Library Association, the Public Library Association, the Connecticut State Library, the State Library of Iowa, the Ontario Public Library, and the Wisconsin Department of Public Instruction, as well as standard architectural and planning references and recent programs and facilities studies developed for the Salt Lake City Public Library, the Salt Lake County Library System, and recently completed Utah libraries.

CURRENT UTAH PUBLIC LIBRARY SPACE COMPARED WITH NATIONAL STANDARDS



Drawing on these sources, the study team ran calculations for each library to establish current and future sizes based on an overall per capita space allocation, a growth factor times current size, and a series of square footage assignments for the numbers of seats, computers, meeting room spaces, and other functions identified by librarians. This provided a range of numbers that establish a benchmark against which Utah library data can be compared.

CURRENT CONDITIONS COMPARED TO BENCHMARKS

Square Footage

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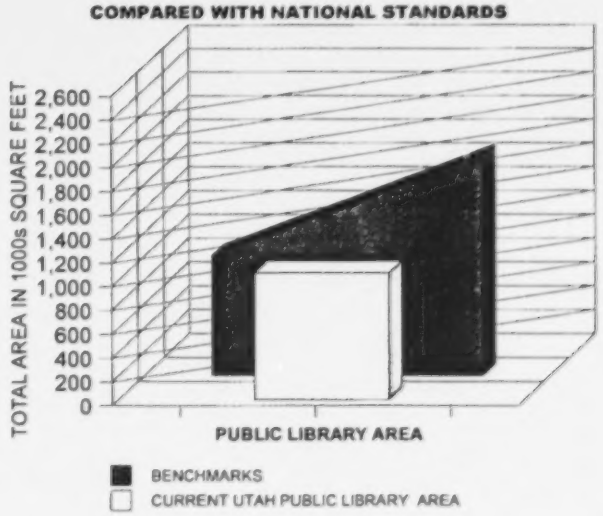

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libraries like Minersville, with an extremely small service population, or Park City, with an unusually high revenue base.

Allocation of Space and Resources

The allocation of space for library functions reflects what librarians reported anecdotally and what was apparent in walk-throughs: Utah's library resources are overwhelmingly concentrated in spaces used by patrons. Faced with critical space shortages, librarians have sacrificed their work, storage, and support spaces to house collections, provide seating, and install computer stations for patron use. With limited budgets, funds for facilities repair and maintenance have been devoted to making public areas as pleasant and comfortable as possible. Overall, the 4.9% of space allocated for staff and administrative work and support space in Utah's libraries falls well below norms. Storage, at 3.9%, is less than half the recommended 10% allocation.

Efficiency

Planners use a measure called "efficiency" to refer to the ratio of assignable building space to total space. Functions that have direct public or staff use – like stacks, seating, and work stations – are considered assignable space. But any facility contains other spaces – lobbies, stairs and elevators, restrooms, furnace or mechanical rooms, custodial closets, and the like – that are essential to the function of the building but not allocated to individual users. A well-designed new library will typically have an efficiency ratio in the range of 70-76%.

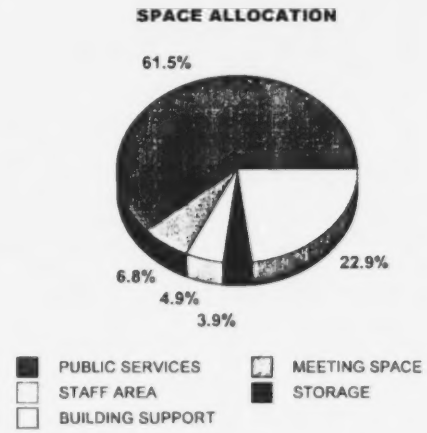
This can be a confusing concept for non-architects. It appears that many librarians reported every square inch they used as "assignable" space – though that space often occurred in areas such as furnace rooms and corridors. In some cases, support space was not listed because the library shares space in a public facility and librarians have no direct control over, or information about, restrooms, building storage, or mechanical and electrical space. Thus the average efficiency shown by raw survey data – 73% – appears not to represent actual conditions. Visual evidence indicates that actual efficiency is typically lower, and data from libraries that had detailed and apparently precise space information show that in some cases it is much lower, as low as 25-30%.

Clearly many of Utah's older public library buildings pay a premium for space that they cannot use effectively for library functions. In some cases, a series of small renovations has created usable – but inefficiently configured – space. In other cases libraries have adapted facilities originally designed for other uses, making the best of dimensions and spatial arrangements that are not optimal for library

purposes. Many older buildings are inflexible and inherently unsuitable for today's library needs. This results in inefficient operation and space allocation. Some libraries might improve their efficiency through reconfiguration, but most older and sequentially constructed buildings will never approach the efficiency ratios of newer libraries.

Operation and Maintenance Cost Penalties

The variety of governance structures made it impossible to identify operation and maintenance costs on any consistent basis. It seems likely, however, that many Utah public libraries are paying an ongoing penalty to operate inefficient and outdated systems in buildings that were not designed to meet current energy or performance standards. Many older libraries have original single-pane glazing, little or no insulation, and energy-inefficient lighting and equipment that may date from the 1940s or earlier. Librarians in facilities that are 15-20 years old or older complain of the difficulty and high costs involved in obtaining replacement parts and service for old fixtures and equipment.



IDENTIFYING FUTURE NEEDS

Determining future space needs, as McCabe explains, is not a simple matter of "taking a decimal formula and multiplying it by the increase in population. . . . Community needs may have changed; the population and its characteristics may have changed. New formats, new technology, and new ways of providing service must all be considered."[35]

To estimate how much space libraries might need in 2010, this study considered four questions:

- The amount of space needed to provide current levels of service for the anticipated 2010 population.
- The amount of space needed to remedy existing library deficiencies.
- The amount of space needed to add new programs, services, and functions.
- The potential impact of electronic technologies on space needs.

ASSUMPTIONS ABOUT SPACE NEEDS

In answering these questions, the study team made a series of assumptions:

- That this study would calculate the areas and costs for the full range of options available for each of Utah's 107 libraries, including those that have already made design and construction plans, those that assume they will not have funds for facility expansion, and those that have recently made major improvements.
- That in estimating future needs and costs, this study would use figures based on the level of construction and the provision of services in Utah's newest and best libraries.

- That the study team would norm the assumptions used to estimate functional space allocations for providing new services and correcting deficiencies. Figures are based on the recommendations outlined in the American Library Association's *Building Blocks for Library Space* and the Wisconsin planning guidelines.[36]

- That not every community will choose or be able to support the level of development represented by the upper range of these numbers.

- That it is beyond the scope of this study to identify the possible variations and decisions on a community-by-community basis, or to address plans in progress at individual libraries or systems.

- That no attempt could be made to continuously update data to reflect changing conditions over the course of the study. Thus, for example, the recent Lehi addition was not included because construction began after the study site-visit had been completed. Usage data reflect the statistics published in the 2000 annual report of the State Library Division.

- That it was neither possible nor desirable for the study team to determine which, if any, of the requested spaces might be considered "wish list" items, provided that the space requests were in line with the demographic projections and space allocation standards used in this study. Decisions about whether a library "needs" a particular feature will appropriately be made at the local level when a more thorough program analysis has been completed.

DATA USE LIMITATIONS

This study offers a preliminary snapshot, not a finished portrait, of Utah's public library facilities. While the study team has made every effort to ensure the highest possible level of accuracy, the figures outlined here represent a gross estimate meant only to indicate the overall order of magnitude of the statewide need. Therefore, communities should be careful to avoid relying on these figures beyond the limited use for which they are intended. At the individual library level, this report can only serve as a starting point for discussion, research, and eventual definition of building projects – not as a definitive statement of needs, costs, or preferred solutions.

THE SHORT-TERM IMPACT OF TECHNOLOGY

Early expectations that electronic information access would reduce library space needs appear unfounded. Electronic materials and online access may, in some cases, reduce the space required for general public reference materials, but will have little impact – at least within the 10-year horizon of this study – on the demand for pleasure reading and other popular materials. Few Utah public libraries have the resources to digitize special collections and specialized reference materials, or to subscribe to extensive online database services.

New space demands appear generally to offset any space gains. In many cases, increased computer services have increased, not decreased, space needs. New services, such as online access, word processing, and CD-ROM collections, require additional space for computers, printers, copiers, collections, and support.

WISH LIST OR UNDER-ESTIMATES?

Overall, librarians have probably understated, rather than overstated, the potential extent of their needs. Library standards typically include a range of space allocations based on the status of the collection (basic, average, or growing rapidly). Few of Utah's public libraries currently have space that exceeds the median standards for an "average" collection, and many fall at or below "basic" levels, in spite of heavy usage and documented demand for expanding library services.

Utah's public librarians have a long history of "doing a lot with a little," surviving and adapting with extremely limited budgets, and answering to budget-conscious local officials. Most public library directors in this state are used to making do with whatever is available, actively weeding their collections to provide space for new materials, sharing work areas, offering multiple sessions of popular programs to accommodate the demand, sprucing up worn furnishings, and using limited office and work space for multiple functions.

Many public librarians, preoccupied with finding ways to meet growing demand with limited budgets, staffing, and facilities, have not devoted much thought either to estimating the extent of anticipated needs for the distant future or to creating a "wish list" for space that would adequately meet those needs. Aware of the limitations of community funding, most waste little time planning for a level of service that they assume is unachievable. Most, in surveys and facilities walk-throughs, had to be pressed to discuss what space they might need to fulfill their missions, rather than how they could "make do" with what they currently have.

But when the question is posed in a different way – asking, for example, how many children come to story hour or how many adults attend community planning meetings or how many computer terminals would be needed to meet the demand rather than asking whether the current space is large enough – the shortfalls become apparent. If each library were to undertake a comprehensive planning process on this basis, the estimates of space required to address deficiencies and provide for future programs and services would probably increase significantly from the levels used in this study.

THE RANGE OF ESTIMATES

Early in the study, it became apparent that the real costs of addressing the needs of each of Utah's 107 public libraries would depend on a range of local decisions that this study team could not possibly anticipate. Therefore the decision was made to provide a range of potential costs for every library. The intent of the study is to make Utahns aware of the general magnitude of library needs, with the understanding that each community will decide individually whether to continue to "make do" or to address those needs by upgrading its existing library, adding to it, or replacing it with a new facility.

Therefore this study provides a series of figures for each library, including a range of estimates for

- **Minor Renovation**: potential costs for remodeling existing library space without undertaking major structural or mechanical system upgrades or addressing special conditions such as the preservation of a historic facility
- **Major Renovation**: potential costs for a complete upgrade of existing facilities to comply with current codes, standards, and seismic requirements. The highest figure in this category represents the level of cost that may be involved in the preservation and restoration of significant historic buildings, such as the state's remaining Carnegie libraries.

- **New Construction:** the potential cost of adding or replacing library space to meet anticipated needs, including

  Growth Space: Space to provide the current level of service for the anticipated population in 2010, calculated by multiplying current area in square feet by the rate of anticipated population increase.

  Functional Needs Space: Space to remedy current deficiencies and space to accommodate new or expanded functions identified by librarians in surveys and site visits, calculated by applying standard space assignment figures to the functional needs outlined.

WHAT THESE FIGURES DO – AND DO NOT – INCLUDE

Construction cost figures do not represent the full extent of anticipated facilities project costs. These numbers do not include the following potential costs involved in the renovation, expansion, or replacement of a library building (items in italics are discussed at greater length below):

- design fees
- contractor overhead and profit
- contingencies
- *programming, technical studies, and testing*
- *land acquisition costs*
- *moving costs*
- *interim relocation costs*
- *furnishing and equipment costs*
- *utility extension costs*
- *unusual and unanticipated conditions*
- escalation to the presumed date of construction.

Programming, Technical Studies, and Testing: Outside of the major urban systems, few libraries have extensive documentation of their facilities, and many have virtually none. Many have not yet developed detailed master plans or facilities programs. To undertake any extensive renovation or expansion, additional study will be required. Most libraries will want to complete planning and/or programming studies to review the options available or to evaluate the cost-effectiveness of replacement versus renovation. Depending on their circumstances and plans, they may need to obtain measured or as-built drawings, technical studies (including structural, mechanical, and electrical engineering reviews), surveys of hazardous materials, geotechnical studies, utilities availability studies, and other specialized reports. The costs of these studies, while minimal in the context of the overall building project, may represent a significant start-up cost that is likely to be underestimated.

Property Acquisition, Moving, and Interim Relocation: This study does not include the potential costs of acquiring additional property for expansion or new construction. Nor does it include any estimates for the costs of moving to a new facility, relocating during the construction period, or providing interim storage for library materials and collections. Likewise, it does not consider possible cost offsets that might be obtained through the re-use or sale of existing sites, equipment, and facilities.

Furnishings and Equipment: Study totals do not include funds for furnishings, equipment, security systems, or phone-data systems, or for conversion of materials to electronic formats. Additional costs may be incurred in the process of meeting other needs: for example, if seismic upgrading is part of a renovation, libraries should be aware that many existing shelf systems cannot be effectively braced, and thus they may need to replace existing shelving, even if it is comparatively new and in good condition, to be able to provide seismic stability.

Utility Extension Costs: Outside of major urban areas, few libraries have data about the location, availability, and capacity of site utilities. Extending new water or gas lines, developing new sewers, providing additional electrical capacity, and addressing storm drainage may involve major costs not included in these estimates.

Unusual and Unanticipated Conditions: Special allowances may be required for significant seismic upgrading, major remediation of hazardous materials such as asbestos, lead paint, and PCBs (known or presumed present in many of these facilities), special soil and site problems, and other unusual conditions that cannot be precisely identified in a brief walk-through.

OTHER COST VARIABLES AND RISKS

Costs directly related to the design and construction process are not the only expenses a library will incur in tackling a major building project. Addressing space deficits alone will not be adequate to enable our libraries to meet 21st century needs. A new computer lab is, after all, of little use if the library lacks computers and has no staff available to supervise it. As each library approaches any major construction or renovation project, it should identify the impact of the project on its staffing, operations, and budget.

Staffing and Operations: Providing additional space without the staff to supervise it or the operating budget to maintain it will not resolve library needs. In turn, the additional staff required to manage a larger operation to support new or expanded services may increase space requirements. Overall budgets may also need to include the cost of additional equipment and library material for new or expanded facilities.

Local Cost Variables: Actual construction costs may vary – perhaps significantly – from community to community and project to project. Factors that may require an adjustment to projected construction costs include the type and quality of construction, the materials selected, additional distance and expense in remote sites, special requirements and design standards established by local jurisdictions, and the local construction climate at the time of construction.

Inflation: This study does not include projections for inflation to the date of construction. All costs are in 2001 dollars.

The Pent-Up Demand Factor: Every librarian responsible for a new or significantly expanded library who responded to questions about changes after expansion has reported a significant increase in usage levels that was not predicted by demographic change. A survey of libraries completed during the study period reflects the large potential demand for additional library services and resources in many communities. When facilities are made available to support those services, library use increases, often at a dramatic rate, and that growth appears to be sustained months and years after the opening of new or expanded facilities. Many libraries report interest in programs or collection items that cannot currently be offered because of facility limitations, as well as additional demand for existing programs and services.

As Gerard McCabe explains, "It is difficult to forecast a precise increase in service demand as a result of a building renovation or construction of a new building. Experience suggests planning on a minimal increase of at least 20 percent in service activity for a renovation project, and for a new building, an increase as high as 33 percent. If the situation with the previous building was one of very acute severity due to

small space, overcrowding, etc., the service demands could double."[37]

In addition, as McCabe points out, the activity of library building itself may increase demand by involving local residents in fund-raising and generating publicity about library services. And a successful building project will further increase usage. "In a geographic area where other libraries are considered deficient by their primary clientele, an increase in demand can occur as users migrate to the newer or improved facility . . . as better accommodations, improved lighting, and other amenities bring in users who eschewed the old building."[38]

While the data on pent-up demand from this study are not statistically significant, they underline the importance of considering the potential impact of pent-up demand on a community-by-community basis. They also suggest that resulting increases may be even larger than planners have predicted: at the new Tooele City library, for example, circulation tripled when the building opened.

Changing Demographics: Particularly in rapidly growing areas, changing demographics may also affect library needs. Where population growth alters the composition of the community, a library may need to re-examine its services and plans. A large influx of school-age children, for example, may significantly increase the need for children's collections and program space. Likewise, if a high-tech industry draws large numbers of former urban residents to a rural area, it may change patrons' expectations about the types and levels of services the library should provide. Many Utah communities have experienced a growth in Hispanic-speaking populations, which has generated increased interest in Spanish-language collections, literacy programs, and tutoring.

THE MAGNITUDE OF THE NEED IN 2010

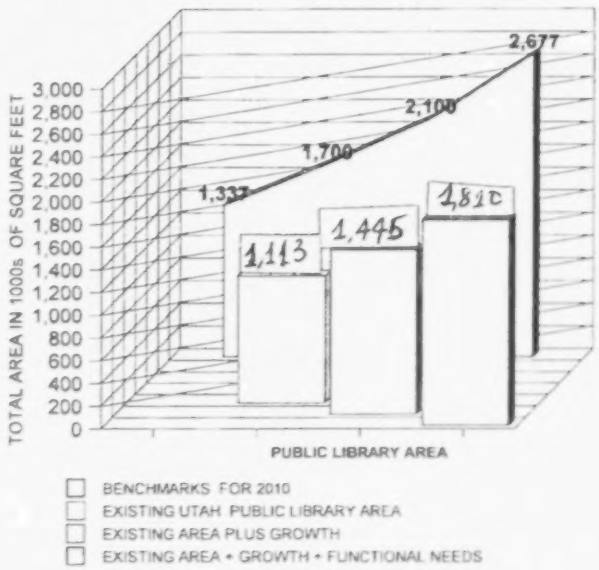
ADDITIONAL SPACE REQUIRED

Utah currently has approximately 1.1 million square feet of public library space.

- To provide an equivalent level of service for the projected population in 2010, Utah communities will need an additional 332,000 square feet of library space.
- To remedy current building deficiencies and provide space for new or expanded programming defined by the libr ries, Utah's public libraries would need to construct an additional 362,000 square feet.

The chart on page 60 provides an overview of space needs; charts on pages 61-66 show space breakdowns by individual library and size of service population.

UTAH LIBRARY NEEDS PROJECTED FOR 2010



RANGE OF COSTS TO ADDRESS THE NEEDS

The State Library Division and the study team cannot determine how each community will choose to address its library needs. Therefore this study identifies the range of possible costs for all of the construction and renovation options that communities might use to meet their needs. These numbers bracket the possible cost range, from minor renovations involving only parts of some libraries to major additions, renovation, and replacement at all libraries that would provide the level of services identified by high national benchmarks. The actual costs will fall somewhere between these extremes. The chart on page 67 shows breakdowns of cost options by size of library service population.

- Providing minor cosmetic renovations for all of the state's public library space would generate construction cost of $66 to $88 million.
- Providing major renovation (to include seismic, life safety, and code updates, as well as preservation of significant historic buildings) would cost $110 to $223 million.
- Just meeting the growth needs to serve the anticipated 2010 population in all libraries will cost $38 to $41 million.
- Constructing additional space to remedy current deficiencies and support new and expanded programs and services would cost an additional $42 to $45 million.
- Completely replacing Utah's public library space with new space would cost $207 to $226 million.
- Building new libraries sized according to national benchmarks would cost $301to $327 million.

These figures, all in 2001 dollars, represent construction cost only. They do not include inflation, planning costs, testing, fees, furnishing, equipment, moving costs, property acquisition,

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LIBRARIES SERVING 2,500 OR FEWER PEOPLE
AREA SUMMARY:

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MAJOR RENOVATION	1999 SERVICE POPULATION	1999 HOLDINGS	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
Beaver Public Library	1922	2,447	15,796	3,818	2,379	1,367	7,764	4,282	8,375	5,717	10,470
Fillmore City Library	1986	2,292	22,416	5,474	1,149	1,815	8,438	4,011	10,609	4,149	10,571
Gigland Public Library	1914	1,597	9,359	2,729	655	850	4,234	3,320	7,356	3,332	9,085
Lewiston Public Library	c. 1936	1,571	19,877	4,426	930	1,825	7,181	2,749	5,416	3,332	9,033
Milford Public Library	1939	1,305	15,543	2,000	780	1,450	4,230	2,284	4,465	3,183	6,472
Minersville Public Library	1977/1992	715	7,540	3,500	1,680	845	6,025	1,788	4,717	1,848	5,000
Monroe Public Library	1936	1,670	9,234	3,230	1,500	1,060	5,790	2,923	6,480	3,780	7,209
Parowan Public Library	1963	2,053	32,519	4,800	3,216	240	8,256	3,393	8,067	5,154	10,500
Richmond Public Library	1914	1,938	16,825	1,937	470	2,470	4,897	3,392	6,544	4,375	8,979
Uintah Basin Bookmobile Library[1]	1995	1,308	23,476	1,800	600	720	3,120	1,843	4,845	1,806	3,854
Wayne County Library[2]	1940s	2,317	22,390	1,180	413	1,165	2,758	4,163	7,999	4,812	8,631
TOTALS (11 locations)		**19,575**	**194,975**	**34,914**	**13,772**	**14,007**	**62,693**	**34,348**	**74,873**	**41,488**	**89,804**
AVERAGES (per building)		**1,780**	**17,725**	**3,174**	**1,252**	**1,273**	**5,699**	**3,123**	**6,807**	**3,772**	**8,164**

NOTES & DEFINITIONS

NOT INCLUDED The Beaver County, Kane County, Piute County, and Rich County Bookmobile libraries do not have fixed facilities and are therefore not included here. The Helper Library did not respond to the study.

GROWTH FACTOR 2010 service population / 1999 service population

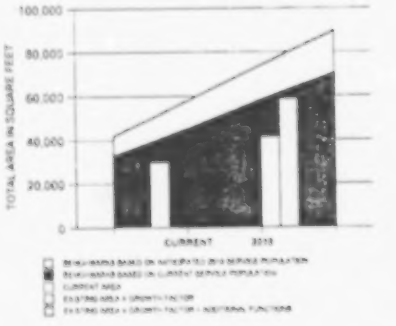
GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010.
Calculated by multiplying the growth factor times current area, then subtracting current area.

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs.
Needs identified by librarians; space calculated by applying standard unit allocations.
Note that requests for additional shelving area for existing collection types have been treated as part of "growth" needs; only shelving for new collection categories is listed in this section.

[1] The Uintah Basin Bookmobile Library, located in Duchesne, provides service to Uintah and Daggett counties, as well as serving as the Duchesne Branch of the Duchesne County Library. Service population and buildings listed are for the Duchesne site only, where the fixed facility is located.

[2] The Wayne County Library, located in Bicknell, serves Wayne, Sevier, and Juab counties. Service population and buildings listed are for Wayne County only, where the fixed facility is located.

TOTAL AREA NEEDED v. LIBRARY STANDARDS



LIBRARIES SERVING 2,500 TO 9,999 PEOPLE

AREA SUMMARY:

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MAJOR RENOVATION	1999 SERVICE POPULATION	1999 HOLDINGS	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
Delta City Library [1]	c. 1990	3,123	27,388	3,884	1,321	na	5,205	4,161	5,772	10,488	24,585
Ephraim Public Library	1914	4,486	21,734	8,791	1,495	6,085	16,371	6,729	13,999	6,546	16,529
Gunnison Civic Library	c.1940s/1979	2,989	12,500	1,215	500	1,925	3,640	4,140	6,273	3,529	11,763
Kanab City Library	1999	3,895	19,717	7,000	4,480	na	11,480	5,843	10,078	7,448	15,250
Manti Public Library [2]	1911	2,643	17,389	9,836	3,836	3,050	16,722	3,965	7,136	5,510	11,288
Mount Pleasant Public Library	1917	3,869	25,033	4,001	2,041	2,030	8,072	5,804	10,409	6,926	12,117
Nephi Public Library	1964	4,519	23,429	4,000	1,520	2,090	7,610	6,564	9,753	7,821	11,191
Panguitch City/ Garfield County Public Library	1970s/1996	4,272	57,446	8,000	2,720	90	10,810	6,608	10,575	7,163	11,898
Salina Public Library	1936/1970s	2,797	9,917	2,700	1,539	2,405	6,644	4,196	7,107	5,307	11,691
Santaquin Public Library	1896/2002	2,855	15,385	3,700	1,443	1,000	6,143	4,283	7,332	3,164	22,214
TOTALS (10 Facilities)		**35,448**	**229,938**	**53,127**	**20,895**	**18,675**	**92,697**	**52,093**	**88,434**	**63,902**	**148,526**
AVERAGES (per building)		**3,545**	**22,994**	**5,313**	**2,090**	**2,334**	**9,270**	**5,209**	**8,843**	**6,390**	**14,853**

NOTES & DEFINITIONS

NOT INCLUDED Juab County, which has no fixed facility, is not included

GROWTH FACTOR 2010 service population / 1999 service population

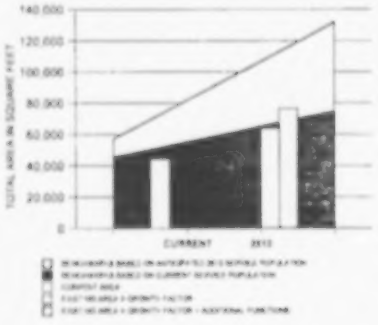
GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010
Calculated by multiplying the growth factor times current area, then subtracting current area

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs
Needs identified by librarians; space calculated by applying standard unit allocations
Note that requests for additional shelving area for existing collection types have been considered as part of "growth" needs; only shelving for new collection categories is listed in this section

[1] The Delta City Library has combined services with the Millard County Library. Service populations and holdings listed here are those of the Delta Library fixed facility only. Because these libraries did not provide space information, projected areas listed have been based on standards established for libraries of this size.

[2] Manti Library numbers are distorted by the inefficiency of the current space. Replacement area figures assume the same net area at an efficiency of 70%.

TOTAL AREA NEEDED v. LIBRARY STANDARDS



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AREA SUMMARY:
LIBRARIES SERVING 5,000 TO 9,999 PEOPLE

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MOST RECENT ADDITION	EXISTING BUILDING	EXISTING LAND	EXISTING PARKING	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS: CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
Grand County Public Library	1968	8,068	69,183	4,960	1,290	4,130	10,380	10,085	13,360	10,154	22,062
Iron County Library[1]	1999	7,653	17,260	665	365	380	1,510	9,566	10,817	4,262	17,399
Morgan County Library	1998	7,022	33,754	10,627	2,338	400	13,365	8,778	13,087	10,716	16,263
Park City Library	1924/1993	6,504	43,891	20,009	2,800	3,020	25,829	8,130	13,851	9,274	22,824
Price Public Library	1957	8,834	45,188	10,418	2,292	7,110	19,820	11,043	17,119	10,740	22,993
Richfield Public Library	1913	6,880	23,171	4,000	1,440	2,270	7,710	8,266	11,511	8,663	17,839
Sanpete County Library[1]	c. 1930s	7,465	37,680	985	374	680	2,039	8,185	11,264	5,452	13,777
Smithfield Public Library	1922	7,123	22,210	4,060	1,016	1,440	6,516	8,904	12,089	7,045	13,336
Tremonton City Library	1930/1984	5,116	22,963	3,200	1,824	1,425	6,449	6,395	8,583	5,835	12,431
TOTALS (9 locations)		**64,665**	**315,300**	**58,924**	**13,839**	**20,855**	**93,618**	**79,352**	**111,681**	**72,141**	**158,924**
AVERAGES (per building)		**7,185**	**35,033**	**6,547**	**1,538**	**2,317**	**10,402**	**8,817**	**12,409**	**8,016**	**17,658**

NOTES & DEFINITIONS

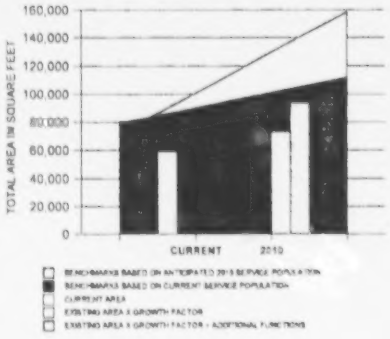
GROWTH FACTOR 2010 service population / 1999 service population

GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010
Calculated by multiplying the growth factor times current area, then subtracting current area

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs
Needs identified by librarians; space calculated by applying standard unit allocations
Note that requests for additional shelving area for existing collection types have been included with "growth" needs; only shelving for new collection categories is listed in this section.

[1]Service populations, and holdings listed for bookmobile libraries include only data from the county in which the fixed facility is located, although the library may provide mobile service in other areas. The Iron County Bookmobile, for, example, provides mobile service in Washington County.

TOTAL AREA NEEDED v. LIBRARY STANDARDS



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AREA SUMMARY:

LIBRARIES SERVING 10,000 TO 24,999 PEOPLE

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MAJOR RENOVATION	1999 SERVICE POPULATION	1999 HOLDINGS	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
American Fork City Library[1]	2000	19,215	76,522	36,400	17,108	0	53,508	14,411	29,808	19,280	39,144
Box Elder County Bookmobile Library[2]	1964	17,976	39,223	1,042	302	880	2,224	5,429	7,514	4,661	6,938
Brigham City Library	1912/1978	16,960	48,261	12,000	3,960	3,410	19,370	12,720	25,105	16,901	41,036
Cache County/ Providence - River Heights Library[2]	1961	18,610	21,722	2,746	632	2,560	5,938	5,620	7,779	2,764	9,566
Carbon County Library[3]	1939	10,038	24,319	1,307	221	740	2,268	3,031	4,196	3,533	4,890
Cedar City Public Library	1957	18,953	45,449	11,315	6,336	7,800	25,451	14,215	28,048	16,209	43,635
Duchesne County Library	1986	14,481	62,357	4,553	592	1,480	6,625	13,544	20,930	12,230	23,024
Emery County Library System (8 facilities)[1]	1981-1996	10,989	127,898	20,200	3,434	5,565	29,199	14,215	28,048	16,209	43,635
Hyrum City Library[4]	1989	11,384	43,774	5,209	0	5,710	10,919	11,384	24,590	9,443	29,760
Kaysville Library[5]	1980s	19,118	53,568	6,000	6,468	6,065	18,533	14,389	31,702	15,458	35,236
Lehi Public Library	1967	15,927	37,154	9,750	5,948	5,565	21,263	11,473	25,421	16,051	45,374
Payson Public Library	1960s	10,951	28,616	8,335	5,001	680	14,016	10,051	17,854	13,166	26,838
Pleasant Grove Public Library	1987	20,491	46,524	6,095	2,255	4,330	12,680	15,368	28,818	13,135	37,281
San Juan County Library System [6] (2 facilities)	1962	13,711	56,529	9,491	1,234	1,210	11,935	13,711	21,508	11,635	24,185
Spanish Fork Library	1965	15,555	41,543	12,000	6,720	320	19,040	11,666	22,975	18,232	41,028
Springville Library	1965	15,944	65,098	8,923	4,729	2,190	15,842	11,958	21,959	12,492	36,753
Summit County Library (3 facilities)[1]	2002	20,264	48,712	14,750	7,313	na	22,063	15,198	25,411	18,411	60,825
Tooele City Library[4]	2000	16,748	36,791	19,800	4,356	0	24,156	12,561	25,480	15,339	30,151
Tooele County Bookmobile Library[3] (2 facilities)	1996	16,603	37,900	1,668	1,089	2,180	4,937	5,014	6,940	6,271	9,164
Wasatch County Library	1938	13,245	33,493	2,189	1,160	4,250	7,599	13,245	19,990	7,730	35,720
TOTALS (31 facilities)		**317,163**	**975,453**	**193,773**	**78,858**	**54,935**	**327,566**	**229,203**	**424,076**	**249,150**	**624,183**
AVERAGE (per building)		**10,231**	**31,466**	**6,251**	**2,544**	**1,772**	**10,567**	**7,394**	**13,680**	**8,037**	**20,135**

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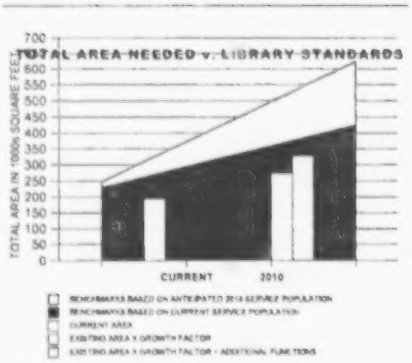
See other side for notes, definitions, and graphic summary chart.

NOTES & DEFINITIONS

GROWTH FACTOR 2010 service population / 1999 service population

GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010
Calculated by multiplying the growth factor times current area, then subtracting current area

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs
Needs identified by librarians; space calculated by applying standard unit allocations
Note that requests for additional shelving area for existing collection types have been included with "growth" needs; only shelving for new collection categories is listed in this section.



[1] Because American Fork recently moved into a new library facility, no functional needs were identified. The design for the new facility included capacity for growth, so the 2010 total need identified here, which is calculated by multiplying current area by the growth factor, is probably higher than actual need.

[2] Service populations and holdings listed for bookmobile libraries include only data from the county in which the fixed facility is located, although the library may provide mobile service in multiple counties.

[3] The Emery County Library System includes facilities at Castle Dale, Cleveland, Elmo, Emery, Ferron, Green River, Huntington, and Orangeville.

[4] Because the data do not show a population increase for Hyrum, this model suggests that the library has no growth needs. In fact, however, demand for library services in this community has grown rapidly, and the library is planning for a major expansion to meet that demand.

[5] Because no current area was provided for Kaysville, growth area as identified in this model cannot be calculated. Population in the service area, however, is projected to increase, with a growth factor of 1.08.

[6] The San Juan County Library System includes fixed facilities at Blanding and Monticello.

[7] The Summit County Library System includes fixed facilities at Kimball Junction, Kamas, and Coalville. Because the county recently moved into a new main library at Kimball Junction, no current functional needs were identified.

[8] Because the Tooele City Library recently moved into a new facility, no current functional needs were identified.

[9] The Tooele County Bookmobile Library has fixed facilities at Stansbury Park and Grantsville.

AREA SUMMARY:
LIBRARIES SERVING 10,000 TO 24,999 PEOPLE

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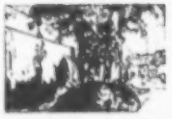
AREA SUMMARY:

LIBRARIES SERVING 25,000 TO 99,999 PEOPLE

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MAJOR RENOVATION	1999 SERVICE POPULATION	1999 HOLDINGS	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
Logan Library	various 1985 renovation	40,272	134,582	19,504	5,266	10,970	35,740	28,190	40,574	33,144	60,396
Murray Public Library[1]	1992	33,167	43,662	20,000	6,304	na	26,304	23,217	31,848	18,333	41,844
Orem Public Library	1970, 1995	78,937	101,184	63,000	17,640	4,020	84,660	47,362	86,967	50,592	88,866
Uintah County Library	1958 1975,1992 additions 1985 renovation	25,660	101,329	10,738	1,414	6,770	18,922	17,962	29,193	20,458	40,209
Utah County Bookmobile Library	1975	45,971	39,372	1,250	1,060	710	3,020	12,642	15,262	7,115	85,832
Washington County Library[2] (4 locations)	1981 (St. George) 1985 (Hurricane)	82,115	163,272	36,240	21,382	12,223	69,845	42,269	89,802	64,643	111,481
TOTALS (9 locations)		**386,122**	**583,401**	**150,732**	**83,066**	**34,693**	**238,491**	**171,642**	**293,646**	**194,285**	**428,628**
AVERAGES (per building)		**34,014**	**64,822**	**16,748**	**5,896**	**3,855**	**26,499**	**19,071**	**32,627**	**21,587**	**47,625**



NOTES & DEFINITIONS

GROWTH FACTOR 2010 service population / 1999 service population

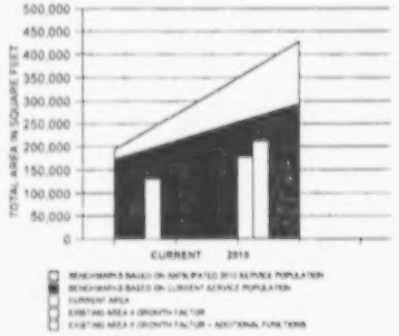
GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010
Calculated by multiplying the growth factor times current area, then subtracting current area

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs
Needs identified by librarians, space calculated by applying standard unit allocations
Note that requests for additional shelving area for existing collection types have been included with "growth" needs; only shelving for new collection categories is listed in this section

[1] No functional needs area data were available for Murray City Library. Benchmark figures are estimated based on size of projected 2010 service population and holdings.

[2] The Washington County Library System has fixed facilities at St. George, Enterprise, Hurricane, and Springdale.

TOTAL AREA NEEDED v. LIBRARY STANDARDS



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AREA SUMMARY:
LIBRARIES SERVING 100,000 OR MORE PEOPLE

LIBRARY	DATE OF ORIGINAL CONSTRUCTION OR MAJOR RENOVATION	1999 SERVICE POPULATION	1999 HOLDINGS	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	TOTAL PROJECTED AREA NEEDED IN 2010 (SQUARE FEET)	BENCHMARK AREAS CURRENT (AREA IN SQUARE FEET) LOW	CURRENT HIGH	2010 (AREA IN SQUARE FEET) LOW	2010 HIGH
Davis County Library System (4 locations)	various	213,895	279,540	86,279	19,094	5,590	110,963	106,948	183,027	139,770	237,128
Provo City Library[1]	1891 / renovation 2001	110,419	202,890	45,000	4,950	0	49,950	55,210	78,674	61,509	87,624
Salt Lake City Public Library[2] (6 locations)	various	174,348	759,084	133,287	11,996	130,000	275,283	87,174	151,235	95,714	207,805
Salt Lake County Library System (17 locations)	various	643,152	869,692	245,131	85,796	52,900	383,827	321,576	541,748	404,670	739,948
Weber County Library System (5 locations)	various	184,065	238,086	112,122	32,515	30,025	174,662	92,033	167,148	119,043	234,120
TOTALS (33 locations)		**1,325,879**	**2,349,292**	**621,819**	**154,351**	**218,515**	**994,685**	**662,941**	**1,121,832**	**820,706**	**1,506,625**
AVERAGES(per building)		**40,178**	**71,191**	**18,843**	**4,677**	**6,622**	**30,142**	**20,089**	**33,995**	**24,870**	**45,655**

NOTES & DEFINITIONS

GROWTH FACTOR 2010 service population / 1999 service population

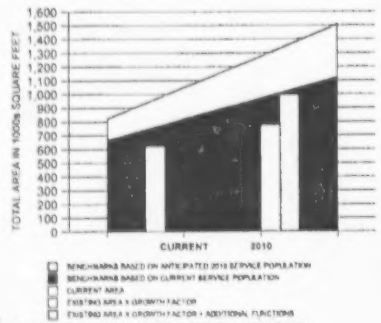
GROWTH AREA Additional space needed to provide current level of services for population anticipated for 2010
Calculated by multiplying the growth factor times current area, then subtracting current area

FUNCTIONAL NEEDS AREA Additional area required to meet today's program needs
Needs identified by librarians; space calculated by applying standard unit allocations
Note that requests for additional shelving area for existing collection types have been included with "growth" needs; only shelving for new collection categories is listed in this section.

[1] Provo Library did not provide individual area breakdowns and capacities, so benchmark figures are based on general ratios indexed to size of service population and holdings. Because the library has recently moved into a new facility, it reported no current functional needs.

[2] Salt Lake City Library System figures use the area of the existing main branch (not the new library currently under construction). The new main library will have approximately 240,000 square feet. The system did not identify current functional needs in sufficient detail to allow projection of areas needed for the other libraries in the system; the figure listed represents the difference between the current area of the main library and the programmed area of the new main library.

TOTAL AREA NEEDED v. LIBRARY STANDARDS



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LIBRARY	NUMBER OF FACILITIES	CURRENT AREA	GROWTH AREA	FUNCTIONAL NEEDS AREA	2010 HIGH BENCHMARK AREA	RENOVATION cost in $1000s				ADDITION cost in $1000s				REPLACEMENT cost in $1000s			
						MINOR		MAJOR	HISTORIC		GROWTH	FUNCTIONAL NEEDS		EXISTING AREA + GROWTH + FUNCTIONAL NEEDS		HIGH BENCHMARK FOR LIBRARY SIZE AND HOLDINGS	
						$80 / SF	$90/SF	$100/SF	$200/SF	$113/SF	$123 / SF	$118/SF	$123 / SF	$115 / SF	$125/SF	$115/SF	$125 / SF
Libraries serving fewer than 2,500 people	11	34,914	13,772	14,007	89,804	$2,095	$2,793	$3,491	$6,983	$1,584	$1,722	$1,611	$1,751	$7,210	$7,837	$10,327	$11,226
Libraries serving 2,500 -4,999 people	10	53,127	20,895	18,675	148,526	$3,188	$4,250	$5,313	$10,625	$2,403	$2,612	$2,148	$2,334	$10,660	$11,587	$17,080	$18,566
Libraries serving 5,000 - 9,999 people	9	58,924	13,839	20,855	138,924	$3,535	$4,714	$5,892	$11,785	$1,591	$1,730	$2,398	$2,607	$10,766	$11,702	$18,276	$19,866
Libraries serving 10,000 - 24,999 people	31	193,773	73,858	54,935	563,358	$11,626	$15,502	$19,377	$38,755	$8,724	$9,482	$6,318	$6,867	$37,325	$40,571	$64,786	$70,420
Libraries serving 25,000 -99,999 people	9	150,732	53,066	34,963	149,262	$9,044	$12,059	$15,073	$30,146	$6,103	$6,633	$4,021	$4,370	$27,458	$29,845	$17,165	$18,658
Libraries serving 100,000 people or more	33	621,819	154,351	218,515	1,306,625	$37,309	$49,746	$62,182	$124,364	$17,750	$19,294	$25,129	$27,314	$114,389	$124,336	$173,262	$188,328
TOTALS	**103**	**1,113,289**	**331,781**	**361,950**	**2,816,499**	**$66,797**	**$89,063**	**$111,329**	**$222,658**	**$38,155**	**$41,473**	**$41,624**	**$45,244**	**$207,807**	**$225,878**	**$300,897**	**$327,062**
AVERAGES (per building)		**10,809**	**3,221**	**3,514**	**25,403**	**$668**	**$865**	**$1,081**	**$2,162**	**$370**	**$403**	**$404**	**$439**	**$2,018**	**$2,193**	**$2,921**	**$3,175**

DEFINITIONS

GROWTH AREA Current library area in square feet multiplied by the ratio of increase in service population from 1999 to 2010. This figure, added to current area, would create a total area to provide library service at current levels for the future population.

FUNCTIONAL NEEDS AREA Area in square feet required to provide space for current needs as defined by librarians.

TOTAL AREA Sum of current area, growth area, and functional needs area in square feet.

HIGH BENCHMARK AREA Maximum area in square feet typical of a library with equivalent service population and holdings and similar levels of service and programming, calculated using national standards.

MINOR RENOVATION Non-structural cosmetic renovations.

MAJOR RENOVATION Renovation that may involve changes to structure, major code upgrades, remediation of hazardous materials.

HISTORIC RENOVATION Major renovation or restoration of significant historic building, to include seismic, structural, mechanical, electrical, and ADA upgrades.

GROWTH ADDITION Includes cost of new construction for an addition to expand the library to handle anticipated population increase at current level of service. See library sheets for individual population and growth data.

FUNCTIONAL NEEDS ADDITION Includes cost of new construction for an addition to meet program needs as defined by librarians. See individual library sheets for itemized lists.

REPLACEMENT Includes cost of new construction to meet total existing, growth, and functional areas (to replace current facility). Provided for all libraries whether or not the library has considered replacement as an option.

HIGH BENCHMARK Includes cost of new construction to create a new library meeting maximum national benchmarks for a population and holdings of this size, with needs as defined by librarians and listed on individual library sheets.

ITEMS NOT INCLUDED Utility extensions; land acquisition, moving costs; major site work; furnishings and movable equipment; fees and contingencies for planning, design, and construction; testing (hazardous materials, soils, etc.); creation of base drawings where none exist; special engineering studies.

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NATIONAL LEGAL OPTIONS

Library governance and funding options abound. The legal options a community chooses have a critical role in defining a library's ability to respond to changing demands, provide services to support its mission in the community, and construct and maintain adequate facilities.

Libraries generally are governed by library boards. The two key variables are the means of selecting the library board and the degree of autonomy granted to it.

Local governments sponsoring public libraries in Utah can levy a dedicated property tax or fund library services from their general funds. The state could consider a much broader range of financing options, including:

- optional local sales and use taxes
- impact fees
- general obligation bonds at the petition of the electorate
- Community Impact Fund lending (outside of the Wasatch Front)
- statutory mill levies
- state funding
- special library taxing districts

NATIONAL GOVERNANCE OPTIONS

Library boards in this country can be either elected or appointed. Nationwide, the overwhelming majority (94%) are appointed, as all are currently in Utah. Only a handful of states have established procedures for electing library board members. Generally, the perception is that an appointed board will be composed of qualified individuals who will be responsive to the government entity that appoints them. The potential disadvantage of an appointed board is that its members, because they are not directly accountable to the public, might not be responsive to public demand. Electing board members addresses that issue, but raises other concerns. Given the low political status of board membership, voter interest and turnout may be low, and the resulting board may not be well-equipped with the technical expertise to understand library needs.

Typically concern over the appointment of board members is proportional to the extent of members' functions and the degree of fiscal responsibility they have. Presumably, the greater the latitude given to the board, the more significant the desire for direct political accountability becomes.

Nationally, library governance statutes generally take one of four approaches to defining the fiscal powers and duties of library boards:

1. Give the library board the power to levy and collect taxes, call bond elections, issue bonds, and administer all library funds at its discretion.

2. Grant the board complete discretion in administering library funds, but reserve all or part of the power to tax and issue bonds to the governmental entity that created the library (county or municipality).

3. Withhold taxing and bonding powers from the board, and give the local governmental entity the discretion to decide whether to withhold or delegate the administration of funds to the library board.

4. Give the library board no power or discretionary authority to tax, bond, or administer funds.

GOVERNANCE OPTIONS FOR UTAH LIBRARIES

Utah library boards are currently appointed, but the state has non-library statutory procedures in

place for electing members to special district boards. State law currently follows the third approach to establishing the powers and duties of library boards: the statutes reserve taxing and bonding powers for the sponsoring governmental entity and allow that entity to determine whether or not it will give the library board the authority to administer library funds at its own discretion. In practice, the majority of cities and counties in the state have not granted fiscal administrative discretion to library boards. One notable exception is Salt Lake City, where the library board has legal authority to administer library funds.

FUNDING OPTIONS FOR UTAH LIBRARIES

There are a variety of statutory options designed to increase library funding that would not necessitate, but could accompany, a change in the current library governance structure of Utah libraries.

One such option would be to allow cities and counties to call an election on the question of a local sales and use tax up to a certain percentage to fund public libraries. Revenues from this local sales tax could be added to revenues from the dedicated property tax levy up to 1% for library purposes under current Utah law.

Another statutory funding option would be to include library services within the purview of the Utah impact fees statute. Impact fees, however, would only help to increase funding for library jurisdictions that have significant new developments within their boundaries.

Yet another funding option would be to empower the electorate within a city or county to petition for a general obligation bond for public library purposes.

Prioritizing State of Utah Permanent Community Impact Fund Board (CIB) lending for non-Wasatch area libraries would offer another funding option.

The statutory minimum property tax levy for city and county library services could be increased from the current 1% to 1.5%.

The state could directly appropriate funds to aid public libraries.

Special library taxing districts could also be an option for cities and counties. A special taxing district would empower a library board, which presumably is more keenly attuned to the needs of public libraries, to efficiently govern and fund a community's libraries. Taxing and bond issuing authority could be provided to a library taxing district board, whose members would be elected and thus accountable to the public they represent. Having such districts would allow cities and counties the options of continuing to operate their own libraries or of working with others to create multi-county districts. Special library taxing districts could use existing city or county infrastructure and resources to aid in the operation of the districts, which would alleviate administrative problems that might be encountered in a completely separate or independent district. Furthermore, under existing Utah law, cities, counties, and districts may share revenues as compensation for non-resident use of libraries, thus eliminating the need to charge non-residents a user fee.

While our communities review their library governance, providing incentive funding for public library construction offers the most practical, and non-controversial, way to meet urgent needs immediately.

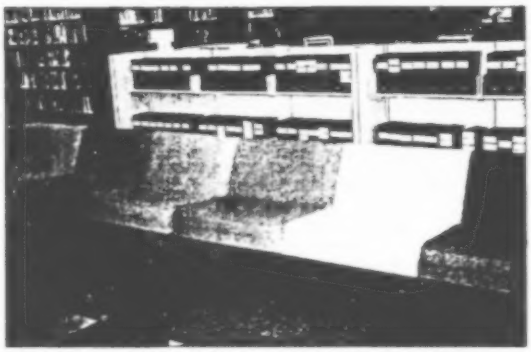
COMMUNITY PLANS IN PROCESS.

At the time of this study, some library jurisdictions were in the process of reviewing options and formulating both long-term system-wide plans and facilities programs for individual buildings. These plans may embody different assumptions about space needs, approaches to construction, service area boundaries, costs, phasing, and other options for service provision. While the study team does not intend to slight these planning efforts or imply any criticism of their conclusions, it was not feasible to modify a study of this scope to reflect these multiple concurrent efforts. By making the underlying assumptions of this study clear, providing broadsheets with individual library data, and filing technical reports and calculations with the State Library Division, the study team hopes to offer these jurisdictions an additional resource that can be modified as necessary for use in their ongoing planning processes.

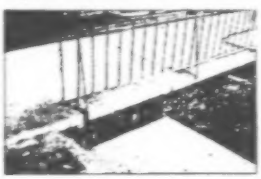
MEETING FACILITIES NEEDS THROUGH ONGOING MAINTENANCE BUDGETS

Many libraries and library systems also have formal or informal plans to address facilities issues, replace worn furnishings, improve accessibility, and upgrade security as part of an ongoing maintenance process. Some items identified as needs in this study may, in fact, have been addressed by the time when the community considers a major facilities project.

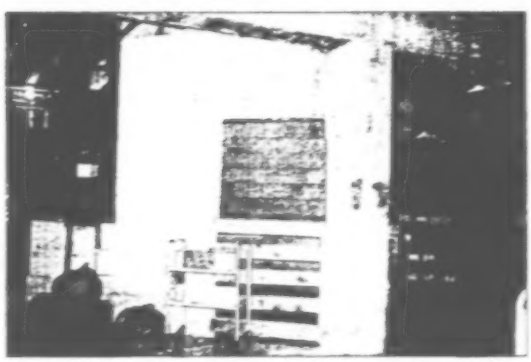
Thus community planners would be well-advised to review the results of this study early in their planning process, verify whether these data include overlap items that they have addressed in the interim, and modify these findings as appropriate to their circumstances.



Many libraries have plans to use maintenance budgets to replace worn and outdated furnishings, address problem areas, or provide better access, signage, and site improvements.



Many libraries have planned ADA upgrades and security improvements as part of ongoing maintenance.



Some have long-term plans to finish existing basement and storage areas or to expand an existing building.

In the coming decade, many Utah communities will confront the reality that their existing public library facilities can no longer support the services they need or provide a safe and comfortable environment for patrons, staff, and collections. The decisions local librarians, boards, and communities will have to make at that point will not be easy ones.

RENOVATION ISSUES

Generally the extent and complexity of structural, mechanical, and electrical upgrades required to bring an aging facility up to current standards can be directly correlated to age. The occupants of many of Utah's older libraries – particularly those in seismically hazardous areas – are likely to find that the cost of renovating older structures to meet current codes and life-safety standards will be disproportionate to the potential benefits. For little more – and quite possibly, in some cases, less – expenditure per square foot, they would be able to construct a new facility, designed specifically to meet the needs of the 21st century library.[40] Communities with older libraries would be well advised to consider, *before* they invest in extensive technical reviews and planning studies, whether they have a serious commitment to renovating the existing building.

Institutional facility managers typically use a benchmark known as the Facilities Condition Index (FCI) to evaluate the feasibility of renovating or expanding an existing structure. As the cost of renovation approaches 60% of the cost of replacement, most consider renovation a questionable option unless the facility has particular historic value, special status in the community, or some other circumstance that would warrant preservation. At that point, planners then evaluate how successfully the building can be renovated to meet the needs of the proposed occupants.

Sixty-three percent of Utah's public libraries were constructed prior to 1980, and 19% were constructed between 1980 and 1990. Since 1985 there have been major changes to building codes and standards. As a result, the cost involved in bring these older libraries into compliance is likely to be significant, particularly in areas of high seismic risk.

Among Utah's pre-1980 libraries, nearly half were constructed prior to 1950. A number of these, including the nine remaining original Carnegie libraries, have been listed on the National Register of Historic Buildings. These buildings are architectural treasures and represent an important part of the state's heritage. Most, however, have dimensions and layouts inherently ill-suited to the functional needs of the 21st century library, and many are in tenuous condition. Planners note that "the cost of renovating such libraries is often prohibitive. Few communities can afford to restore their historic jewel boxes while providing for the vastly expanded needs of a modern library."[41] In a seismically critical area, the cost of renovating a historic building may easily exceed the cost of new construction and result in a space that still does not function very effectively for its original use.

This decision-making process may also require consideration of the ongoing costs of operating an inefficient facility, the security risks of spaces not conducive to monitoring with limited staff, and the limitations on programs and services imposed by buildings not designed for library use.

Against these negatives, communities will have to consider special conditions that weigh heavily against "starting over," such as historic building status, patron and donor loyalty, community attachment to small neighborhood libraries, availability of a site with comparable advantages, and the difficulty of interim operations if the facility is to be torn down and rebuilt on its existing site. The availability of an appropriate alternate use for important historic buildings may also be a significant consideration, since "moth-balling" these old buildings might lead to further, and perhaps ultimately irreparable, decay.

CONSIDERING AN ADDITION

In a number of Utah communities, aging libraries have been expanded piecemeal over the years with small ad hoc additions designed to address an immediate crisis. The result of this process, unfortunately, tends to be structures that are inefficient in space and energy use, difficult for staff to operate, only nominally accessible, and lacking the flexibility to allow reconfiguration for changing uses.

As Leighton and Weber note, "Some librarians have found that poorly planned and hastily constructed additions have exhausted the possibility for later expansions." They suggest that "how far to go in such projects needs careful study." And they add that "decisions of this sort require a determination of whether this is the best time in the history of the institution to bring the old structure up to date, whether fund-raising for remodeling costs is feasible, and whether the resultant building will have the o'd and the new parts work well together."[42] As Holt notes, " if the space that can be created is not located where it is needed, the remodeling may produce more problems than it solves."[43] In many cases, it may be that an older structure can better be converted to a new function that "fits" the space better, allowing the library to build a new facility.

CONVERTING AN EXISTING BUILDING FOR LIBRARY USE

Recycling an existing facility may provide a community with a cost-effective way of meeting library needs, but the facility should be thoroughly evaluated for suitability and hidden costs. As with older library facilities, renovating a structure designed for other purposes to meet current code criteria can be cost prohibitive. Structurally, library facilities must have the capability to support the heavy loads generated by stacks – loads that most commercial and civic buildings were not designed for. Libraries also have specific dimensional requirements to accommodate ranges of stacks and aisles efficiently. A building with inappropriate dimensions or structural walls in inappropriate locations may be difficult to convert to library use effectively. Holt notes that "just because the building seemed to function well in terms of its former use does not mean that it will do so as a library without substantial modification of its systems."[44]

FACING DIFFICULT ISSUES

Even raising the prospect of replacing an existing library will be controversial in many communities, and these will not be easy decisions. It is difficult for hard-pressed residents to contemplate "abandoning" facilities in which they have invested precious resources – even when doing so might, in the long run, produce a more functional and cost-effective library space. The funds to build, equip, and furnish existing public libraries have been hard-won in many struggling Utah communities, and there is a natural reluctance to discard what was obtained with such effort. Residents love their libraries, whatever their flaws, and the public library is often a cornerstone of the community. Some are important historic buildings or buildings that occupy key locations adjacent to city office, public parks, and community schools.

But the lessons of the last century's public library development suggests that – whatever their decisions – communities will be best served by facing these issues. If history provides a precedent, those best equipped to meet community needs will be those that conduct a thorough review of their options, plan for long- term as well as immediate needs, commit the time and funds necessary to conduct thorough programming studies, and engage professional services to ensure that their facilities will provide lasting value and useful flexibility well into the next century. As they do so, it is the hope of the study team that this project will help all Utah public librarians to share the successes and avoid the mistakes of the past.

The *21st Century Library Needs Assessment* has documented a series of key facts about Utah's public library circumstances.

Demand for public library services in Utah will increase significantly in the next ten years, and continue to increase well into the 21st century.

Population projections indicate that Utah's population will increase by nearly 475,000 in the first decade of the twenty-first century. In the next two decades, Utah will gain an additional million residents. Demand for library services grows in tandem with population growth. In addition, community demand for library services will be fueled by the high level of interest in computer services, the role of libraries as community centers, and the pent-up demand for services that libraries cannot provide now because of limitations in funding and facilities.

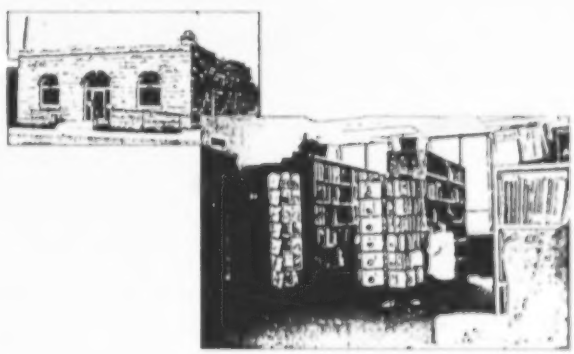
Utahns love their libraries, use them heavily, and overwhelmingly believe that providing library services and facilities that comply with current codes and standards should be a high priority for the state.

Utah residents use their local public libraries heavily and rely on them for essential services. Eighty-seven percent of respondents in the statewide survey believed that libraries should have a higher than average priority, and 52% ranked library services in the two highest categories. Seventy-one percent supported providing state funding "to help cities and counties improve existing library buildings or build new library buildings." Forty percent considered it very important to improve library facilities to meet current codes and standards, provide full access, and incorporate computer technology, and 82% ranked these improvements above the median in importance.

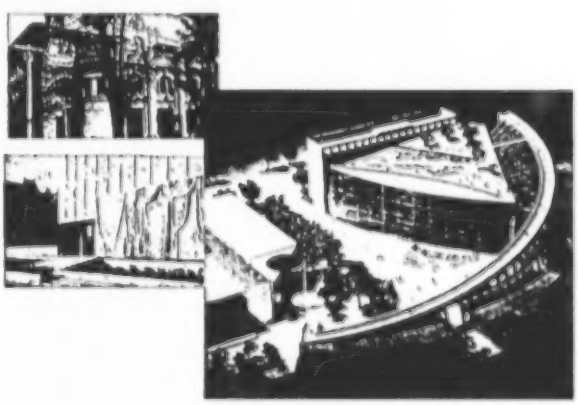
Utah's public library buildings have served the state well in the 20th century, but most are no longer adequate to meet the needs of the 21st.

Many libraries are housed in aging buildings that do

Tooele City Public Library

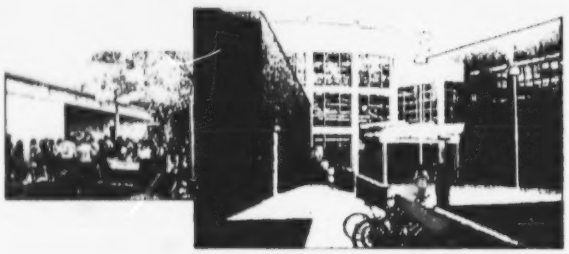


Minersville Public Library



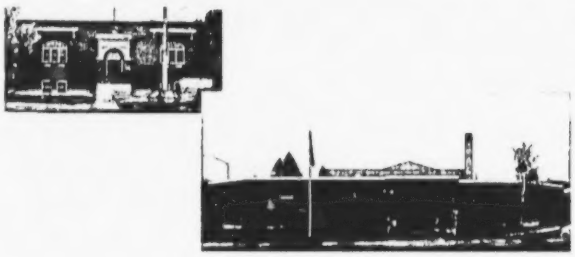
Salt Lake City Public Library, Main Library

not meet today's codes and standards, lack the capacity to support information technology, and are inefficient and costly to operate. Many lack adequate space for patron activities, collection storage, and staff work areas. The worst are grossly inadequate and potentially hazardous. While many older facilities have undergone sporadic renovation, only a handful have been renovated to fully comply with current codes and standards. Even those with comparatively new facilities may lack adequate space to provide new services that communities increasingly demand or to meet the growth anticipated for the next ten years.



American Fork City
Public Library

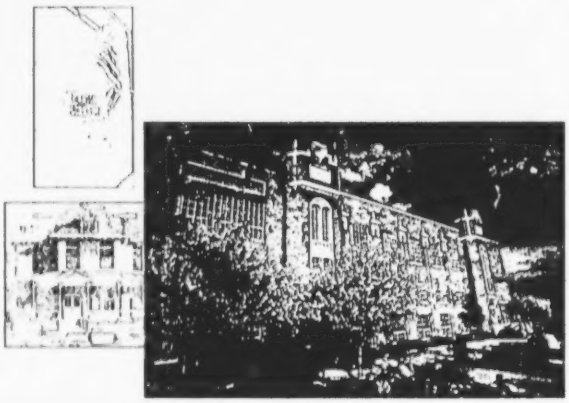
As large as the aggregate numbers may seem, the libraries' requests are modest. By any means used to calculate the space needed for library functions, Utah's public libraries currently fall below the sizes established by nationwide standards. Even if every library added all of the space identified for growth and functional needs in this study, Utah's libraries, on average, would still only reach the median levels established by national benchmarks.



Panguitch City / Garfield County
Public Library

A range of options for library funding and governance could provide tools to help communities support their libraries.

As local communities look for solutions to address their library needs, they may want to explore a broader range of governance and funding options that would be permissible under Utah statutes. While communities review these options, providing incentive funding for public library construction offers the most practical, and non-controversial, way to meet urgent needs immediately.



Park City Public Library

Utah's public libraries are local libraries, funded and governed by local jurisdictions. Many Utah communities– particularly those in rural areas – cannot address these needs without help.

Throughout the state's history, only a handful of cities and counties, primarily concentrated in the urban

Wasatch Front areas, have been able to meet the library needs of their residents without outside assistance. Residents in remote rural communities – where library services fulfill critical functions – simply do not have a resource base sufficient to address their library needs alone.

Three times in Utah history visionary efforts have supported the development of public library facilities for residents statewide. The enabling legislation for the Utah Territory provided funds for the first public library. The donations of Andrew Carnegie in the early twentieth century made it possible for more than twenty Utah communities to construct public libraries. From 1965 to 1974 and from 1984 to 1987, the federal Library Services and Construction Act made matching funds available to support construction and renovation of Utah public libraries.

Today the state's residents look to similarly visionary public leaders and private donors who share Andrew Carnegie's recognition that "free public libraries" are "the most socially important structures that can be built" and "America's greatest contribution to western civilization."

Provo City Library

Weber County Library System
Ogden Valley Branch

Salt Lake City Public Library
Day-Riverside Branch

99 BEST COPY AVAILABLE

[1] Nolan Lushington and Willis N. Mills, Jr., *Libraries Designed for Users: A Planning Handbook* (Hamden, Conn.: Library Professional Publications, 1980), p. 49.

[2] Anne Gervasi and Betty Kay Seibt, *Handbook for Small, Rural, and Emerging Public Libraries* (Phoenix and New York: Oryx Press, 1988) pp. 47, 52; Lushington and Mills, p. 48, suggest 1.0 sf for populations of 10,000 or less, 0.6 for populations of 100,000. Note that in many cases this recommended minimum is *net* square footage (i.e. not including mechanical and support space) and that it does not include an allocation for "special services."

[3] Philip D. Leighton and David C. Weber, *Planning Academic and Research Library Buildings*,3rd ed. (Chicago: American Library Association, 2000), p. 111.

[4]Jeannette Woodward, *Countdown to a New Library* (Chicago: American Library Association, 2000), p. 5.

[5]Lee B. Brawner and Donald K. Beck, Jr., *Determining Your Public Library's Future Size* (Chicago: American Library Association, 1996), p. 4.

[6]Leighton and Wood, pp. 53, 110-11.

[7] This section relies on data drawn from Bobbee M. Hepworth, *Utah Libraries: Heritage* (Salt Lake City: Utah Library Association, 1976), the Utah Centennial County History Series included in *Utah History Suite* CD, 1999 edition, and Joseph A. Geddes and Carmen D. Fredrickson, *Libraries as Social Institutions,* Utah Agricultural Experiment Station, Bulletin No. 393 (1956) unless noted otherwise.

[8] Hepworth states that there were 23, but lists only 22. Geddes and Fredrickson, p.14, identify 22 listed in the 1925 report.

[9] Geddes and Fredrickson, p. 14.

[10] Photographs used by permission, Utah State Historical Society, all rights reserved. Shipler photographs no. 16856 and no. 27698.

[11] Photographs from Hepworth, *Utah Libraries: Heritage*, the collections of the Utah State Historical Society, the facilities assessment survey, and individual librarians. See *Information Sources*, p. 81 below, for complete photo credits.

[12] Geddes and Fredrickson, pp. 5, 7, 9, 35.

[13]Hepworth, p. 54.

[14] Geddes and Fredrickson, pp. 5, 6, 35.

[15] Geddes and Fredrickson, p. 10.

[16] Gary E. Strong, "Impact of the Federal Government on State Library Services," in *State Library Services and Issues,* ed. Charles R. McClure (Norwood, NJ: Ablex Publishing Corporation, 1986), pp. 50-51.

[17] Hepworth, p. 33.

[18] Geddes and Fredrickson, p. 35.

[19] Hepworth, p. 55.

[20] Hepworth, p. 14.

[21] Hepworth, pp. 39 - 43.

[22] Ruth Fraley, "The Physical Plant," in *The How To Do It Manual for Small Libraries,* ed. Bill Katz (New York and London: Neal Schuman Publishers, 1988), p. 99.

[23] Gerald B. McCabe, *Planning for a New Generation of Library Buildings* (Westport, Conn.: Greenwood Press, Greenwood Library Management Collection, 2000), p. 85.

[24] See Susan E. Cirillo and Robert E. Danford, ed., *Library Buildings, Equipment, and the ADA: Compliance Issues and Solutions,* Proceedings of the LAMA Buildings and Equipment Section Preconference, June 24-25, 1993 (Chicago and London: American Library Association, 1996).

[25] Geddes and Fredrickson, p. 48.

[26] McCabe, p. 78.

[27] McCabe, pp. 79 - 80.

[28] Anders C. Dahlgren, *Public Library Space Needs: A Planning Outline / 1998* (n.p.: Wisconsin Department of Public Instruction, 1998), p. 16. The figures used here are approximate, since staff space planning should be based on the actual number of work areas needed rather than the number of FTE employees. Two part-time employees who work the same shift, for example, may require two work spaces, for example, while two full-time employees working different shifts may be able to share a workstation.

[29] Fraley, p. 100.

[30] Jeannette Woodward, *Countdown to a New Library* (Chicago and London: American Library Association, 2000), p. 142.

[31] Teri R. Switzer, *Safe at Work? Library Security and Safety Issues* Lanham, MD, and London: Scarecrow Press, 1999), p. 165.

[32] Anders C. Dahlgren, *Planning the Small Library Facility,"* 2nd ed. (Chicago: American Library Association, 1996), p. 5.

[33] McCabe, p. 22.

[34] Raymond Holt, *Planning Library Buildings and Facilities* , Scarecrow Library Administration Series, No. 9(Metuchen, NJ, and London: Scarecrow Press, 1989), p. 15.

[35]McCabe, p. 23.

[36] See American Library Association, *Building Blocks for Library Space: Functional Guidelines* (Chicao ALA, 1995) and Dahlgren, Public Library Space Needs.

[37] McCabe, p. 24.

[38] Ibid.

[39] National benchmark data comes from on a survey of the members of the Urban Libraries Council in 1996 (published in the report "Governance and Funding Survey Results at a Glance,"1997). Consultant Lee Brawner reviewed fiscal problems, governance solutions, and relevant state and national statutes, all of which are included in the Technical Report on file at the State Library Division.

[40] Holt, pp. 33, 39.

[41] Woodward, xi.

[42] Leighton and Weber, pp. 370, 367.

[43] Holt, p. 31.

[44] Holt, p. 38.

ACKNOWLEDGMENTS

The 21st Century Library Needs Assessment was a huge undertaking that would not have been possible without the assistance of many individuals statewide. The study team would like to extend our gratitude to all of the individuals who provided information, support, and assistance. In the preliminary planning phases and throughout the study, financial support from the individuals and organizations listed below helped to make this report a reality.

Over the course of this study, some of those who provided assistance to this study have moved on to positions other than those they held at the beginning of the undertaking. Dates in parentheses behind an individual's name indicate terms of service or involvement for these individuals. Where no dates are listed, the individual or organization participated throughout the duration of the project.

Donors

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Linda Fields, Director, Richfield Public Library
Nancy Tessman, Director, Salt Lake City Public Library
Eileen Longsworth, Director, Salt Lake County Library System (1999)
Lynette Catherall, Director, Springville Public Library
Peggy Erickson, Director, Tooele City Library
Lorna Adams, Director, Tremonton City Library
Evan Baker, Library Director, Uintah County Library, and ULA Director-at-Large
Kristen Bowcutt, Director, Wasatch County Library
Lynnda Wangsgard, Director, Weber County Library

State Library Division

Three individuals at the State Library Division coordinated this project:

Amy Owen, Director
Douglas Abrams, Deputy Director
Chip Ward, Development Services Manager (1999-2000)

Additional support was provided by the following staff members:

Barbara Forbush, Executive Secretary
Sandi Long, Service Evaluation Coordinator
Pat Montgomery, Continuing Education Coordinator
Craig Nielson, Information Resources Manager

Technical Committee

Throughout the project, the technical committee provided ongoing feedback and direction. In addition to State Library Division Staff and the consultant team, this committee included:

Peggy Erickson, Librarian, Tooele City Public Library
Lori Evans, Librarian, Duchesne County Library
Eileen Longsworth, Director, Salt Lake County Library System (1999)
Pete Giacoma, Director, Davis County Library System (2001)
Norma Procarione, Librarian, Price City Library
Carol Simmons, Librarian, Park City Library (1999-2000)
Lynnda Wangsgard, Director, Weber County Library System
Chip Ward, Deputy Director, Salt Lake City Public Library (2001-2002)

ACKNOWLEDGMENTS

Staff of Utah's
Staff of Utah's
Public Libraries

Without the substantial participation and expertise of library directors, managers, and staff throughout the state, this project could not have been completed. The hundreds of individuals who generously gave time and effort to gather data, fill out surveys, and provide supportive materials are too numerous to list here, but their efforts made this overview a reality.

The Study Team

The following individuals had overall responsibility for the project's five major tasks:

Kimball L. Young Lewis Young Robertson Burningham	Overall Project Coordination
Jason Burningham Lewis Young Robertson Burningham	Demand Analysis
Dan E. Jones Dan Jones & Associates	Library Support Research
Laura Bayer Architectural Planning and Programming	Facilities Assessment
Blaine L. Carlton Ballard Spahr Andrews & Ingersoll	Funding and Governance Options

The team coordinators were supported by the following key individuals:

Matt Mills Lewis Young Robertson & Burningham	Demand Analysis
Ken Davis Exterus	Computer Data Collection
Wes Mashburn Ballard Spahr Andrews & Ingersoll	Funding and Governance Options
Dianne Meppen Dan Jones & Associates	Survey Director

Statistical Data

Library data (population served, holdings, circulation, and staffing) have been drawn form the annual report published by the Utah State Library Division, prepared by Service Evaluation Coordinator Sandi Long, and from unpublished statistics gathered for this report.

Many library board members and others in the community helped to compile this data and enriched this document. Individual library directors specifically identified the following individuals as significant contributors.

Blanche Waterman, retired librarian, Price City
Doug Bezzant, Pleasant Grove Building Official
Duchesne County Fact Sheet, prepared by the Duchesne County Area Chamber of Commerce and Economic Development

We owe thanks to them and to the many others not named individually who contributed to our efforts.

Standards and Prototypes

Kent Beers, State Division of Facilities Construction and Management, reviewed state project prioritization and evaluation criteria and offered recommendations about appropriate methodologies for conducting facilities assessments. David Harvie of the Stratford, Ontario, Public Library supplied the Ontario library guidelines.

The study team and the technical committee reviewed a range of published library standards and space criteria, including the following:

Brawner, Lee B., and Donald K. Beck, Jr. *Determining Your Public Library's Future Size: A Needs Assessment and planning Model.* Chicago: American Library Association, 1996.

Connecticut State Library. *Library Space Planning Guide.* Hartford, Connecticut: Connecticut State Library, 1999.

Crawford, Walt. "Library Space: The Next Frontier?," Online: March/April 1999, pp.61-66.

Dahlgren, Anders.C. *Planning the Small Library Facility.* 2nd ed. Chicago: Library Administration and Management Association, 1996.

____. *Public Library Space Needs: A Planning Outline.* Madison: Wisconsin Department of Public Instruction, 1998.

____. *Public Library Space Needs: A Planning Outline.* Madison: Wisconsin Department of Public Instruction, 1988.

Gillies Stransky Brems Architects and RMG Consultants. *Utah Statewide Library Study*. Salt Lake City: RMG and the State of Utah, 1989.

Leighton, Philip D., and David C. Weber. *Planning Academic and Research Library Buildings*. 3rd ed. Chicago: American Library Association, 1999.

Library Administration and Management Association, Buildings and Equipment Section. *Building Blocks for Library Space: Functional Guidelines*. Chicago: Library Administration and Management Association, 1995.

Ontario Public Library. Guidelines: Revised Checklist, 1999, draft 2.

RPG Partnership, *Needs Assessment and Planning Parameters and Functional Program for the new Main Library of the Salt Lake City Public Library System*, 1998.

Sannwald, William W. *Checklist of Library Building Design Considerations*. 4th ed. Chicago: American Library Association, 2001.

Shelton, John A. *Seismic Safety Standards for Library Shelving*. Sacramento: California State Library Foundation, 1990.

State Library of Iowa. *In Service to Iowa: Public Library Measures of Quality*. 3rd ed. n.p.: State Library of Iowa, 1997.

Thompson, Godfrey. *Planning and Design of Library Buildings*. 3rd ed. Oxford: Butterworth Architecture, 1989, rpt.1995.

Woodward, Jeannette. *Countdown to a New Library*. Chicago: American Library Association, 2000.

Library History and Historic Photographs

The files of the Utah State Historical Society provided photographs of many of Utah's Carnegie and historic libraries, including those at Ephraim (#18699), Manti (#20201), Mount Pleasant (#7072), Ogden (#,8262) Panguitch (#18703), Richfield, Springville (#18702), and Tremonton (#7155), as well as the Chapman (#22666, Shipler photo no. 16856) and Spencer (#23982, Shipler photo #27698) branches in Salt Lake City. Photos are used by permission, Utah State Historical Society, all rights reserved.

Unidentified photographs, photocopies, data from unidentified past library studies, and other materials were submitted by many individual libraries.

Although in most cases the original sources of these documents could not be traced, they are reproduced here because they provide essential information about library facility development. Making this information available, the study recognizes, will be critical for communities and planners engaged in improving library facilities.

In addition, the study has drawn heavily from a volume prepared by the Utah Library Association for the bicentennial convention in 1976, *Utah's Libraries: Heritage and Horizons*. The *Heritage* section of this document, written by Bobbee M. Hepworth with illustrations by Scarlett Hepworth, offers a comprehensive summary of library development in the state from 1850 into the 1970s, as well as photographs of many of the state's early libraries, some of which are reproduced here. Where possible, we have traced photographs to their original sources and acknowledge them here; again, however, we have included photocopies of those for which we could not obtain originals in order to provide as complete as possible a record for library planners.

Information about the Ephraim Public Library was drawn from an article by C. R. Dorius, published in the *Ephraim Enterprise*, 22 November 1935.

Information about the history of the Lewiston Library was drawn from an article by Norma C. Bodily, Secretary-Treasurer of the Lewiston Public Library, "The Brief History of the Lewiston Public Library," published in the 1966 Logan *Herald Journal*, and an article by Laree Bodily, "Lewiston Citizens to Debate Fate of Proposed Relocation of Library" in an undated clipping from a newspaper c. 1978.

Information about the Richmond Carnegie library was drawn from the Structure/Site Information Form prepared by the Utah State Historical Society Historic Preservation Research Office, which included photocopies of photographs of the library in 1983 taken by Roger Roper.

Information about the historic Santaquin Library was taken from *Santaquin Through the Years, 1856-1956, a Centennial History.*

Information about the Smithfield Carnegie Library was drawn from an article with text by Jennifer Hines Fitch and photographs by Jim Johnson, provided in a partial photocopy by the library.

The status of Utah's public libraries in the 1950s was documented in a report by Joseph A. Geddes and Carmen D. Fredrickson, published in 1956 as Bulletin No. 393 of the Utah Agricultural Experiment Station. It is available in Special Collections at the Merrill Library, Utah State University.

Graphics

The map used as a base location map in the individual library broadsheets was scanned from a USGS map of Utah originally prepared in 1972 with "limited updates" in 1990, available through the Perry-Castañeda Library Map Collection of the University of Texas UT Library Online (www.lib.utexas.edu/Libs/ PCL/Map_collection/Utah90.html). The base map used in this report was provided by Sandi Long, Service Evaluation Coordinator for the State Library Division.

Utah Library Studies and Facilities Data

The program for the new American Fork City Library, completed in 1995 by Laura Bayer with Hart Fisher Smith Architects includes existing conditions drawings, data, and library standards.

Existing building drawings for the Richfield Public Library were prepared by Cooper Roberts Architects for the *Richfield Library Programming Study* completed in 1997.

Ann Menzies of the Salt Lake City Library System generously cooperated with the study team to provide base data about Salt Lake City facilities. The *Salt Lake City Library System Main Library Needs Assessment Parameters and Functional Program,* prepared by the RPG Partnership, Vancouver, British Columbia, October 1998, was used as a reference document.

The Salt Lake County Library System, which completed its own Needs Assessment Study as this project was getting underway, graciously cooperated with us to adapt their data to our needs and to share information of value to other libraries. We extend special thanks for the assistance provided by Former Director Eileen Longsworth, Interim Director Terry Hogan, Administrative Fiscal Manager Mike Stoker, Associate Director David Wilson, and Facilities Manager Lynn Everill, as well as the efforts of individual library staff. Data have been drawn from the *Salt Lake County Library System Needs Assessment* prepared by Cooper/Roberts Architects and Bonneville Research, Inc. (March 2000) and from the *Salt Lake County Public Library Facilities Maintenance Plan: Facilities Recommendations 2000-2005* prepared by the Salt Lake County Library System Facilities Office.

Existing building drawings for the Smithfield City Public Library were prepared by Jensen Haslem Architects PC for the *Smithfield City Program Development* completed in February 2000.

Library Funding and Governance Studies

Brawner, Lee. "General Survey of Public Library Systems throughout the United States: Problems and Possible Solutions," Appendix to Urban Libraries Council Governance and Funding Report, 1997.

Urban Libraries Council Governance and Funding Survey Report, 1997.

(Included as Exhibit A and Exhibit B, respectively, in the Governance and Funding Technical Report, on file with the State Library Division).

APPENDIX A: LIST OF SUPPLEMENTAL MATERIALS

This report has been summarized from a vast body of data and research that was too detailed – and voluminous – for inclusion in a summary designed to be used for general public information. Recognizing that librarians, planners, scholars, and others may have a need to access this data, the study team has prepared a series of technical reports and supplemental materials. In addition, project documentation includes a brief executive summary and a broadsheet prepared to summarize the data for each participating library. Each library has also received a CD-ROM that includes its broadsheet files, all of the photographs from facilities walk-throughs, worksheets and calculations, the overall library facilities database, and the area and cost summary sheets. All of these materials are available at the State Library Division.

Executive Summary

Individual Library Broadsheets for Each Participating Library

See Appendix B for List of Library Broadsheets.

Technical Reports

The 21st Century Library Needs Assessment included four major tasks:

- Analysis of Demographics and Library Usage Data
- Public Opinion Survey
- Facilities Assessment
- Governance and Funding Review

Each task produced a technical report that includes detailed findings; reviews of methodology, literature, and precedent; and additional information too detailed to incorporate in the general study report. A summary of their contents is listed below, in the order in which they are presented in this document.

Lewis Young Robertson & Burningham. ***Analysis of Core Performance Measures of Utah Public Libraries.*** **Salt Lake City, 2001.**

Methodology
Summary of Findings
Library Capacity and Need for Expansion
Information Technology Survey
Database

APPENDIX A: LIST OF SUPPLEMENTAL MATERIALS

Dan Jones & Associates. ***Public Opinion Survey for Utah Libraries.*** **Salt Lake City, 2001.**

Questionnaire with Results (Statewide Total)
Questionnaire with Results (By Area)
Verbatim Comments
Cross Tabulations

Laura Bayer, Architectural Planning. ***Facilities Analysis.*** **Salt Lake City, 2002.**

Process and Methodology
Sample Self-Assessment Surveys
Facility Visits: Photo Documentation
Technical Worksheets and Calculations for Individual Libraries

Blaine Carlton. ***Governance and Funding Options for Utah Libraries.*** **Salt Lake City, 2001.**

Governance
Financing
Special Taxing Districts
Proposed Legislation
Governance and Funding Survey Results at a Glance
General Survey of Public Library Systems throughout the United States: Problems and Possible Solutions

APPENDIX B: LIST OF LIBRARY BROADSHEETS

On the following pages, libraries for which broadsheets are available are listed in three formats: alphabetically, by county, and by size of service population.

ALPHABETICAL

American Fork City Library
Beaver Public Library
Box Elder County Bookmobile Library
Brigham City Library
Cache County / Providence/River Heights Library
Carbon County Library
Cedar City Public Library
Davis County Library System
Duchesne County Library
Emery County Library System
- Castle Dale Branch
- Cleveland Branch
- Elmo Branch
- Emery Branch
- Ferron Branch
- Green River Branch
- Huntington Branch Library
- Orangeville Branch

Ephraim Public Library
Fillmore Library (President Millard)
Garland Public Library
Grand County Library
Gunnison Civic Library
Hyrum City Library
Iron County Library
Kaysville City Library
Lehi City Public Library
Lewiston Public Library
Logan Library
Manti Public Library
Milford Public Library
Minersville Public Library
Monroe Public LIbrary
Morgan County Library
Mount Pleasant Public Library
Nephi Public Library
Panguitch City / Garfield County Library
Park City Library
Parowan Public Library
Payson City Library
Pleasant Grove Public Library
Price Library
Richfield Public Library
Richmond Public Library
Salina Public Library
Salt Lake City Public Library
Salt Lake County Library System
San Juan County Library System
- Blanding Branch
- Monticello Branch

Sanpete County Library
Santaquin Public Library
Smithfield Library
Spanish Fork Public Library
Springville Public Library
Tooele City Public Library
Tooele County Bookmobile Library
Tremonton City Library
Uintah County Library
Utah County Bookmobile Library
Wasatch County Library
Washington County Public Library
Wayne County Library
Weber County Library
- Main Library
- Ogden Valley Branch
- North Branch
- Southwest Branch
- Law Library

APPENDIX B: LIST OF LIBRARY BROADSHEETS

BY COUNTY

BEAVER
Beaver Public Library
Milford Public Library
Minersville Public Library

BOX ELDER
Box Elder County Bookmobile Library
Brigham City Library
Garland Public Library
Tremonton City Library

CACHE
Cache County / Providence - River Heights
Hyrum City Library
Lewiston Public Library
Logan Library
Richmond Public Library
Smithfield Library

CARBON
Carbon County Library
Price City Library

DAVIS
Davis County Library
Kaysville City Library

DUCHESNE
Duchesne County Library

EMERY
Emery County Library System
- Castle Dale Branch
- Cleveland Branch
- Elmo Branch
- Emery Branch
- Ferron Branch
- Green River Branch
- Huntington Branch Library
- Orangeville Branch

GARFIELD
Panguitch City / Garfield County Library

GRAND
Grand County Library

IRON
Cedar City Public Library
Iron County Library
Parowan Public Library

JUAB
Nephi Public Library

MILLARD
Fillmore Library (President Millard)

MORGAN
Morgan County Library

SALT LAKE
Salt Lake City Public Library
Salt Lake County Library

SAN JUAN
San Juan County Library System
- Blanding Branch
- Monticello Branch

SANPETE
Sanpete County Library
Ephraim Public Library
Gunnison Civic Library
Manti Public Library
Mount Pleasant Public Library

SEVIER
Monroe Public Library
Richfield Public Library
Salina Public Library

SUMMIT
Park City Library

TOOELE
Tooele City Library
Tooele County Bookmobile Library

UINTAH
Uintah County Library

UTAH
American Fork City Library
Lehi City Public Library
Payson City Library
Pleasant Grove City Library
Santaquin Public Library
Spanish Fork Public Library
Springville Public Library
Utah County Bookmobile Library

WASATCH
Wasatch County Library

WASHINGTON
Washington County Public Library

WAYNE
Wayne County Library

WEBER
Weber County Library
- Main Library
- Ogden Valley Branch
- North Branch
- Southwest Branch
- Law Library

APPENDIX B: LIST OF LIBRARY BROADSHEETS

BY SIZE OF SERVICE POPULATION

Under 2,500

Beaver Public Library
Fillmore Library (President Millard)
Garland Public Library
Lewiston Public Library
Milford Public Library
Minersville Public Library
Monroe Public Library
Parowan Public Library
Richmond Public Library
Wayne County Library

2,500 to 4,999

Ephraim Public Library
Gunnison Civic Library
Manti Public Library
Mount Pleasant Public Library
Panguitch City / Garfield County Library
Salina Public Library
Santaquin Public Library

5,000 to 9,999

Grand County Public Library
Iron County Library
Morgan County Library
Nephi Public Library
Park City Library
Price Public Library
Richfield Public Library
Sanpete County Library
Smithfield Public Library
Tremonton Public Library

10,000 to 24,999

American Fork City Library
Box Elder County Bookmobile Library
Brigham City Public Library
Cache County / Providence - River Heights Library
Carbon County Library
Cedar City Public Library
Duchesne County Library
Emery County Library System
- Castle Dale Branch
- Cleveland Branch
- Elmo Branch
- Emery Branch
- Ferron Branch
- Green River Branch
- Huntington Branch Library
- Orangeville Branch

Hyrum City Library
Kaysville City Library
Lehi Public Library
Payson Public Library
Pleasant Grove Public Library
San Juan County Library System
- Blanding Branch
- Monticello Branch

Spanish Fork City Library
Springville City Library
Tooele City Library
Tooele County Bookmobile Library
Wasatch County Library

25,000 to 99,999

Logan Public Library
Uintah County Library
Utah County Bookmobile Library
Washington County Public Library

100,000 or More

Davis County Library System
Salt Lake City Public Library
Salt Lake County Library System
Weber County Library
- Main Library
- Ogden Valley Branch
- North Branch
- Southwest Branch
- Law Library

APPENDIX C: LIBRARY PHOTO ARCHIVE

Materials gathered for this study include thousands of digital photographs documenting library walk-throughs, as well as current and historic photographs and drawings provided by librarians. The *Facilities Analysis Technical Report* includes thumbnail size reproductions of these images, which are available in electronic format through the State Library Division. Photographs are available for the following libraries.

American Fork City Library (New)
American Fork City Library (Old)
Beaver Public Library
Box Elder County Bookmobile Library
Brigham City Library
Cache County / Providence/River Heights Library
Carbon County Library
Cedar City Public Library
Davis County Library System
- Headquarters (Farmington)
- South Branch (Bountiful)

Duchesne County Library
Emery County Library System
- Castle Dale Branch
- Cleveland Branch
- Elmo Branch
- Emery Branch
- Ferron Branch
- Green River Branch
- Huntington Branch Library
- Orangeville Branch

Ephraim Public Library
Fillmore Library (President Millard)
Garland Public Library
Grand County Library
Gunnison Civic Library
Hyrum City Library
Iron/Washington County Library
Kanab City Library
Kaysville City Library
Lehi City Public Library
Lewiston Public Library
Logan Library
Manti Public Library
Milford Public Library
Minersville Public Library
Monroe Public Library
Morgan County Library
Mount Pleasant Public Library
Murray Public Library
Nephi Public Library
North Logan Library
Orem Public Library Addition
Orem Public Library
Panguitch City / Garfield County Library
Park City Library
Parowan Public Library
Payson City Library
Pleasant Grove Public Library
Price Library
Provo Library (New)
Provo Library (Old)
Richfield Public Library
Richmond Public Library
Salina Public Library
Salt Lake City Public Library
- Main Library
- Anderson/Foothill Branch
- Chapman Branch
- Day-Riverside Branch
- Corrine & Jack Sweet / Avenues Branch
- Sprague Branch

Salt Lake County Library
- Bingham Creek Library
- Draper Library
- East Millcreek Library
- Holladay Library
- Hunter Library
- Kearns Library
- Riverton Library
- Park Library
- Ruth V. Tyler Library
- Sandy Library
- South Jordan Library
- South Salt Lake Library
- West Jordan Library
- Whitmore Library

San Juan County Library System
- Blanding Branch
- Monticello Branch

Sanpete County Library (Fairview)
Santaquin Public Library
Smithfield Library
Spanish Fork Public Library
Springville Public Library
Summit County Library
Tooele City Public Library (New)
Toole City Public Library (Old)
Tooele County Bookmobile Library
Tremonton City Library
Uintah County Library
Utah County Bookmobile Library
Washington County Library
- St. George (Main Library)

Wayne County Library
Weber County Library
- Main Library
- Ogden Valley Branch
- North Branch
- Southwest Branch
- Law Library

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